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ABSTRACT

Seven papers address future directions that the member libraries of the Technical and Further Education (TAFE) National Section of the Australian Library and Information Association can pursue to respond to a changing environment characterized by declining public funds; the need to fulfill some of the major requirements of the government's economic strategies; the current industrial agenda; and the move towards involving TAFE in direct industry training. The papers are: (1) Keynote Address: "Productivity Gains in Education: Pressures for Reforms in TAFE" (Peter E. F. Kirby); (2) "Lobbying for Results" (Warren Horton); (3) "Educational Quality" (Eric Lund); (4) "What Happens to People in All This?" (Margaret Cameron); (5) "Managerialism, Vocational Education and Training and TAFE Libraries in Queensland" (Alex Cutts); (6) "Looking Elsewhere for Funds" (Pat Stewart); and (7) "Professions and the Politics of Public Policy" (John Power). Appendices contain the conference program, a list of participants, a conference evaluation questionnaire with a tally of the final results, a report on a guidelines workshop, and a case study exercise for developing a learning resource center at a fictional large, multi-purpose college that is facing funding cuts. (KRN)

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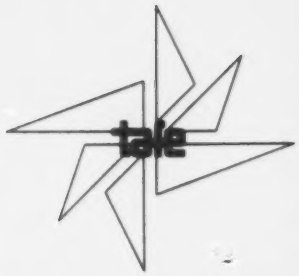

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Held at Glenn College, La Trobe University,
Bundoora, Victoria,
25 - 27 September, 1989

PROCEEDINGS

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CONTENTS:

		Page
FOREWORD		4
KEYNOTE ADDRESS:	Peter Kirby	5
PAPERS PRESENTED:		
• LOBBYING FOR RESULTS	Warren Horton	17
• EDUCATIONAL QUALITY:	Eric Lund	22
• WHAT HAPPENS TO PEOPLE IN ALL THIS?	Margaret Cameron	31
• MANAGERIALISM, VOCATIONAL EDUCATION AND TRAINING AND TAFE LIBRARIES IN QUEENSLAND.	Alex Cutts	38
• LOOKING ELSEWHERE FOR FUNDS	Pat Stewart	51
• PROFESSIONS AND THE POLITICS OF PUBLIC POLICY	John Power	63
APPENDICES:		67

1. Final programme
2. List of participants
3. Conference evaluation
4. Guidelines workshop
5. Business plan case study exercise

EDUCATION, ECONOMICS AND TAFE LIBRARIES

CONFERENCE PROCEEDINGS

The Conference took place amid the airline pilots dispute. Whilst this would seem to have worked against staging a successful conference, due to the necessity of flying speakers and participants into Melbourne from across Australia to a national conference, the organisers proceeded nevertheless. As a result, two of the speakers were unable to deliver their papers and the number of participants was lower than expected. However, the small size of the Conference proved preferable for participants and one of the papers was available to be read at the Conference.

"Education, economics and TAFE Libraries" was the chosen theme for the Conference. In an environment of declining public funds, the need for TAFE to fulfil some of the major requirements of the Government's economic strategies, the demand for greater accountability, the current industrial agenda and the move towards involving TAFE in direct industry training, the focus of the Conference was very much outwards and onwards. The economic rationalism of the eighties needed, it was perceived, the partnership of educational quality, and human resources management and managing change.

Future directions for TAFE libraries must lie with the people who are our managers and workers. More effective skills are required of our library workers in financial management, customer service, marketing and promotion with the responsibility we have to effectively communicate with our users, our bosses and ourselves.

The Conference evaluation was clear and unequivocal. Success, enthusiasm and new perspectives were achieved. The Conference by and large attained its objectives. It is hoped that you will re-capture some of the moments of theConference in these proceedings.

PRODUCTIVITY GAINS IN EDUCATION: PRESSURES FOR REFORMS IN TAFE

PETER E. F. KIRBY

Peter Kirby is currently the Chief Executive Officer of the Department of Employment and Technical and Further Education in South Australia.

He has previously headed the TAFE system in Victoria and was a First Assistant Secretary in the Commonwealth Department of Employment and Industrial Relations.

He has chaired national and international enquiries into education, training and employment issues.

ABSTRACT

The pressures on the TAFE system to do more with less are not new but with the advent of industry's restructuring of its awards they are of a much greater dimension.

With the industry reforms focussing on the organisation of work and the enhancement of skills, TAFE is required to respond to the education and training demands of a whole new cohort of mature aged people in the workforce.

Information and the skills to use it effectively have become critical to the tasks of raising the nation's skill base and improving productivity, competitiveness and personal well-being.

For TAFE's LRCs this means a greater integration of their role, services and resources into TAFE's mainstream teaching processes.

INTRODUCTION

The pressures on TAFE systems to do more with less are not new, but they are of different dimensions to any that have been known since the modern TAFE system emerged from the Kangan Report of the mid-1970s.

It is no longer a matter of doing more of the same, or even of doing better what's currently being done. TAFE has to do different things and has to do the things its doing differently.

These challenges apply equally to the Learning Resource Centres of TAFE. However, the future approaches taken by TAFE Learning Resource Centres will have to be more actively integrated in the entire organisation of TAFE than ever before.

If we are serious about improving the quality of learning then both teachers and LRCs must ensure that students develop the information gathering skills required to utilize and exploit learning resources and information effectively.

Our aim should be to ensure that all students develop the skills required to locate and utilize information independently for the rest of their lives. They need to know how to clarify a problem, where to go for information, how to retrieve it, what to retrieve and then how to use it. TAFE programs must focus much more on the general learning needs of staff and students and far less on the specifics of libraries.

> "In general, 'promoting the efficient use' of resources has been nobody's business. Even where there has been active concern, significant gaps persist. A teacher may urge his students to use the library resources, provide book lists, set work which effectively directs them to the library, but take no interest in how they use the resources he is so keen for them to use, or in whether they have the necessary skills to do so ... A librarian may be actively involved in helping, in actually training, users to be skillful in search strategies, be most eager that the resources are in every sense accessible to students; but regard what students do with the "right" book when they have located it as none of (their) business ..." (1)

Successful implementation of learning services programs will require a partnership between lecturers and LRC staff in the processes of curriculum development and implementation, delivery systems, methodologies and in the teaching of the program.

INDUSTRY REFORMS

The backdrop to this need for a strengthened partnership between lecturers and LRC staff and greater integration of learning resources in programs is provided by the restructuring developments in industry.

Since the re-election of the Hawke Government in July, 1987, there has been pressure for micro economic reform particularly in regard to industry and the labour market.

This has manifest in a concern to raise industry productivity and international competitiveness through education and training. The reforms proposed have embraced the public education and training systems, but have emphasised employers' responsibilities to contribute more to the quantity and quality of training.

In a series of reports, discussion papers and White Papers, the Commonwealth Government has outlined its proposals for reform and has most recently stated its intention of introducing an internal levy to operate from July next year.

The general reforms have been endorsed by the Industrial Relations Commission, which is supporting moves for a wage system for the future far more closely linked to the formation and development of skills along more clearly defined career paths. The new awards will provide for greater multi-skilling and broad banding of tasks, and classifications which have set education and training standards, linked to pay differentials.

If, as a result, Australian industry appears to be on the brink of an unprecedented restructuring of its awards, job classifications, skill profiles and production processes.

The focus is on enhancing the nation's competitiveness, productivity and adaptability with two essential elements for reform:

- the organisation of work (which will be both a requirement for and a consequence of improved productivity), and

- the nation's skill base (both enhancement of the level of skills and greater opportunity to exercise skills).

Whatever is necessary by way of reforms, whatever reforms are undertaken, and whatever reforms are achieved there will be a need for greater networking; greater co-ordination. Co-ordination

between Commonwealth and states; between states; between secondary and tertiary sectors; between private and government training agencies; and between education and training systems and industry.

The post-secondary education and training systems will certainly need to become more responsive to national economic priorities and the needs of the labour market if the greater emphasis on raising the nation's skill base, and the industry award restructuring and re-organisation of work are to be successful.

If, as a result, the public education and training systems have to compete and tender for funds provided more directly by the industry partners, both the systems and industry are likely to take more care in ensuring that the resources are used to best effect.

The importance of reforms in the organisation of work cannot be underestimated, if those in the workforce with low levels of formal education, those with low levels of skill, the casual worker, and others who have been given little attention by way of training (on or off-the-job) are to share in the increased efforts to enhance the skills base.

The translation of potential to actual productivity gains depends on a complex process of adjustment involving training, reskilling, combining old and new technologies, the development of new management and organisational structures, new patterns of workforce collaboration and other changes.

IMPACT ON TAFE

The same considerations apply to reforms within TAFE. We will not be able to proceed far in the direction of the necessary reforms without improving the resources given to the education and training of TAFE lecturers and other staff.

The problems of doing this in today's climate of restraint of public expenditures will be particularly large and difficult. However, we will not be able to change TAFE's profile, improve its response or modify its priorities unless some additional resources are found to invest in the enhancement of TAFE staff's skills.

How the changes in industry will impact on TAFE courses and services depends upon a number of factors, including the basic question of how the qualifications for the various grades of skill are expressed.

For example, the classification structure put forward by the metals industry award suggests that for Grade 11 the qualification will be completion of "a 2nd year adult apprentice course" or "400 hours of TAFE 3100 (certificate) level training". That provides for a fairly easy translation but may present large demand pressures. Designation of the skills required in earlier changes which brought the Electrician-Special Class into the award were reasonably straightforward for TAFE, but it resulted in substantial extra demand for places with which some TAFE systems are still grappling.

Greater problems for TAFE arise from the prospects of large numbers of mature aged people (who may have been in their industries for considerable periods and have skills which are "unrecognised") seeking formal training to match the new award specifications.

As the process of award restructuring develops the face of TAFE will change:

- its curriculum will change
- national curriculum will be more evident
- course structures will change
- informal studies and on-the-job experience will have greater recognition
- there will be greater articulation between educational awards and educational institutions
- teaching and learning methodologies will change
- there will be more in-house training by TAFE for industry and more in-industry training recognised by TAFE.

TAFE will have to modularise many of its courses to allow people, particularly the employed, mature aged, to pick up their training in manageable portions, and to join them together in formally recognised qualifications.

The retraining of large numbers of mature aged people will also necessitate the greater use of student centred, self paced learning and distance education systems, utilising modern developments in communications and computers.

There will have to be more realistic and less cumbersome and time-consuming processes of accreditation and major advances in cross-crediting of knowledge and skills acquired in a variety of circumstances both on and off the job.

Closely linked to these changes is the issue of assessing competencies and using competency based assessment in courses.

Assessment of competency involves the specification of performance objectives in terms of the skills to be achieved and quality assurance in respect of standards. The available evidence suggests that any comprehensive system is likely to be difficult and expensive.

Finally, there will be a greater need for student support services. People who have been away from training for a long time need information, advice and a variety of support if the prospect of failure is not to become too great an obstacle to undertaking the training required.

In summary, TAFE will have to develop a greater capacity to deliver education and training when and where it is needed.

CHALLENGES FOR LRCs

There are major implications in all these developments for TAFE's Learning Resource Centres: implications for their use, management and organisation.

In an economy where information and the skills to use it effectively have become critical to productivity, competitiveness and personal well-being, and to the successful implementation of the industry and social justice policies of governments, the traditional use and management of libraries is changing.

Thompson has pointed to the demise of libraries as we have known them:

> "The concept of the unusable library is more familiar to library users than to librarians. For a start most libraries are far too large for ready consultation. Furthermore they seem to the majority of their users to store books in such a way that no-one can find them without several years training. Likewise the catalogues provided to these enormous collections appear to be essentially inventories for the custodians rather than finding aids for users. (2)

TAFE will have to take the lead in finding ways of providing more rapid development of open learning systems. The extremely large potential and the individual needs of people to progress at their own pace, and in a variety of ways, mean that increasing use will have to be made of new technology to deliver education and training. TAFE's LRCs will have to be influential in these developments. Given their current development, equipment and infrastructure, there is no reason why they should not be influential in TAFE systems in encouraging and supporting life-time learning.

Traditionally, TAFE's libraries and learning resource centres are openly available facilities and this has generally meant open access to staff, students and the wider community.

LRCs do not **explicitly** impose the barriers experienced in TAFE, barriers relating to pre-requisites for entry, course or subject enrolment, cost for service, assumed learning, literacy or language skills: nor do they perpetuate age, socio-economic, cultural or gender imbalances in the resources and services they provide.

However, it is common experience that LRCs have contributed some barriers of their own:

- limited awareness of the problems staff and students have in using libraries and information
- limited perceptions of the role of the LRC
- user education programs that have concentrated on the skills of locating and identifying resources but have made little contribution to the development of learning skills.

Claire McConaghy has suggested that:

> "... ultimately information skills are an integral part of the 'quality of life'; they structure an individual's or a group's ability to control their environment, whether it be physical, social or academic. Unless students are taught information skills from the time they start school, they are going to be increasingly disadvantaged as they move from primary to secondary to tertiary schooling and to adult life. They won't become independent learners or be able to cope with the information explosion." (3)

Information skills should provide students not only with the competencies to locate, identify and make effective use of information but in the process should help them to acquire transferable skills for a life time of learning.

Some of these skills are described by Hedley Beare and Ross Millikan in the publication, **Skilling the Australian Community : Futures for Public Education** (4)

- skills in critical thinking and analysis
- proficiency in oral and written language
- communication
- ability to work with others
- skills in creativity and leadership.

They are also reported in Nelson's research, as listed in the Peter Thomson and Ian Murphy publication, **Transferable Skills in Technical and Further Education:** (5) "

- problem solving techniques
- effective working habits
- ability to use mathematics and science to solve technical problems
- written and oral communication
- ability to work effectively with others
- knowledge of problem solving techniques
- responsibility
- safe working procedures
- interest in learning
- self confidence and self esteem

The LRC has a vital role to play in meeting the challenge of assisting students to acquire these kinds of skills. By its very nature it is involved in development of all the appropriate skills:

- formulation and analysis of needs
- identification and appraisal of appropriate and likely sources
- tracing and locating individual resources
- examining, selecting and rejecting resources
- interrogation skills
- recording and storing information
- interpretation, analysis, synthesis and evaluation
- presentation
- evaluation of achievement

All of these are common practice for the staff of LRCs.

DIRECTIONS FOR REFORM

In place of the traditional emphasis on the lecturer and instruction of the student, the emphasis is now upon student centred and student managed learning approaches. Teaching students to carry out research, analyse and evaluate information, process and organise it, use and store relevant facts, communicate clearly and act on the conclusions drawn.

These skills are those required for every day problem solving and decision making and, more importantly, are those transferable skills required for life-time learning.

These competencies must be self preserving, so that students know how to remain educated and retain the desire and commitment to learning. They can then maintain a capacity to adjust as circumstances change. These are also the competencies that the community requires to maintain a skilled and flexible workforce able to adapt to changing patterns in the economy and society. Too often, however, the skills of and motivation for independent learning are assumed skills in the teaching process.

LRC user education programs have, in the past, mainly concentrated on library skills and ignored the full range of skills required by students. Action is, therefore, required by TAFE administrations and LRCs to:

- develop information and learning skills programs that enable students to become independent learners
- integrate those programs into all TAFE courses
- ensure that curriculum development processes seriously address those needs.

LRC staffing structures will have to be reviewed to enable this to be achieved: and attitudes towards the place of LRCs in TAFE programs and courses will have to change.

LRC practices will also have to change. In this environment LRCs will have to become more entrepreneurial and less custodial.

This demands attitudes by LRC managers and staff which are understanding and responsive to education and training trends and the needs of various client groups in TAFE: a greater awareness of contemporary issues in TAFE and the industry and other pressures which accompany them. System wide and college based objectives and priorities for resource management, based upon client training and education, must drive the policies and practices of TAFE LRCs.

LRC catalogues, classification and resource management practices need constant evaluation and review in this light to ensure that barriers do not impede more open access.

Networking of LRCs is another area vital to TAFE's future performance. Networking and the automation of LRC functions provides students and staff with greater access to a wider range of resources, with more efficient and productive use of their time. Automated systems provide the

best means for managing the vast and growing range of learning resources, including the processes of acquisition, budget control, cataloguing and circulation. Most TAFE systems now have strategies for automating LRC functions and some are well into the implementation stage.

As a consequence TAFE colleges have access to a richer and more diverse learning resource base and to other relevant support and advisory services for their Learning Resource Centres. This is encouraging the development of LRC services and learning resource management that is more directly attuned to the needs of college teaching programs and students.

Access and sharing of teaching and learning resources through networks increases the productivity of TAFE learning resources and must be a national priority for TAFE LRCs. The benefits of state networks are now being enjoyed, but across State boundaries they are less developed, except through the Australian Bibliographic Network and, more recently, the TAFE National Centre for Research and Development.

The Australian Bibliographic Network provides information on resources outside the TAFE environment, but not all authorities have taken this option. The Vocational Education and Training Database being made available by the TAFE National Research and Development Centre to college LRCs will provide access to research in progress, published research and the documents available through the clearinghouse network, complementing the teaching and learning network of resources. These resources will, ultimately, be comprehensive for Australia and the Asian Pacific Region and form part of the International Labour Organisation's database on education and training.

It is vital and urgent, however, that procedures for interstate sharing of information about the availability of learning resources are established.

CONCLUSION

In an information rich economic and social environment, the need for the skills to use information effectively and for lifetime learning has become critical, particularly for the major social and vocational groupings that TAFE services.

If we are serious about improving the quality of learning then TAFE systems must ensure that students develop the information gathering skills required to utilize and exploit learning resources and information effectively. We must develop programs that will ensure that our students acquire the skills required to use information for themselves.

Successful implementation of learning services programs will require a partnership between TAFE lecturers and LRC staff in the processes of curriculum development and implementation, delivery systems, methodologies and in the teaching of the program.

Action needs to be taken in all of the following areas:

- provide greater clarity of the role of LRCs in TAFE and national directions for TAFE LRCs
- information and learning skills programs that enable students to become independent learners
- integration of these into all TAFE courses
- heighten awareness among LRC staff, lecturers, curriculum developers and administrators of the role of learning resources in course delivery
- improve networks within and particularly across States for sharing and accessing information on learning resources
- LRC staffing structures to enable this to happen.

In short, we require a greater integration of the role, the services and the resources of LRCs into TAFE's mainstream teaching processes.

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LOBBYING FOR RESULTS
WARREN HORTON

Warren Horton is the Director-General in the National Library of Australia, having been appointed to that position from 29 July 1985. The National Library of Australia is a statutory body presently responsible to the Minister for Arts and Territories, and has a total staff of c.600 and a budget of c.$32m.

He was State Librarian of Victoria from August 1981 to 1985, and prior to that worked in the State Library of New South Wales from 1957 to 1981. He held the position of Deputy State Librarian at the time he took up the Victorian appointment. Mr. Horton was President of the Library Association of Australia in 1984, and the distinction of fellow of the Association was conferred on him in 1985. The Association also in 1988 conferred on him the HCL Anderson Award, which is the highest professional honour which can be conferred upon an Australian librarian.

He has been very active in a wide range of other professional forums, including AACOBS and ALIC, and is an ex-officio member of the National Council of the Australian Council of Libraries and Information Services (ACLIS) which is the new peak consultative body for the nation's libraries. He is also Chairman of the Australian Federal Libraries Committee, established in 1988 by the Commonwealth Government to review the Block Scrutiny on Australian Public Service libraries and make further recommendations on their co-ordination and efficiency.

Warren Horton was also Chairperson of the Standing Committee for the Australian Libraries Summit, held in Canberra from 16-19 October 1988.

This paper was read to the Conference by Antonia George. Mr. Horton needed a guaranteed passage by air to and from Melbourne,\ and this proved impossible. Commitments in Canberra required his presence there so Antonia very admirably read his paper which together with his profound apologies had been faxed to the Conference.

ABSTRACT

Some of the principles that substantiate effective lobbying are set out in this paper, and a discussion then follows of some lobbying campaigns mounted by the Australian library profession that illustrate these.

Lobbying by librarians can be successful so long as the outcome expectations are realistic, and that librarians are prepared to dirty their hands in the real market place of politics. Those librarians who get results are able to relate to top management - politician or bureaucrat.

PAPER

I appreciate the invitation of your conference organisers to give this short paper on lobbying for results. This is a subject I am particularly interested in, both by inclination and because lobbying in the best sense of the word is the main part of my job. What I want to first briefly speak about is some of the principles involved in effective lobbying, none of which are particularly new or original, and then discuss some lobbying campaigns in the Australian library profession. I am obviously not relating this talk directly to TAFE libraries, since my only working experience in them was a somewhat incongruous few weeks when I was lent to the Sydney Technical College in the late 1950s.

It seems to me that effective lobbying depends on the following principles:

- It must be well prepared. The most obvious example in our profession since

  World War 11 is the school libraries campaign of the 1960s by the LAA which still has many lessons to teach us.

- It must be realistic, and postulated against achievable scenarios. For example, any campaign mounted by the Australian library community for major new funding from the Commonwealth Government would fail this test, unless it was so politically attractive that it was one of the few new initiatives governments were prepared to take up in the present economic climate.

- It must be pitched and argued at the right level.

- It must be well argued.

- It must be persistently argued. The National Information Policy campaign from the early 1970s to 1987, when it collapsed, is a case in point of this.

- It must be negotiable. There are very few lobbying efforts that achieve total success, and the best campaigns recognise that you will usually settle for less than the ideal.

- Finally, it helps if the person arguing the campaign strongly believes in it and that it is valuable. This is not essential of course. By the very nature of my recent jobs I have on occasion lobbied forcefully for developments to which I was not personally committed.

I now want to turn to a brief discussion of one or two recent lobbying campaigns to back up the thrust of some of these principles I have been talking about:

- The most interesting lobbying campaign mounted by the Australian library profession since World War 11 was that seeking a national information policy and associated plans. The philosophical discussions about NIP thread through the AACOBS, LAA and other papers through the 1970s, and the desirability of a NIP was the main reason the Commonwealth and State Governments set up ALIC in 1982. It is not now generally remembered that ALIC's prime purpose was to prepare a national plan on library and related information services for consideration by those governments. The Commonwealth Government elected in 1983 came to office with a platform statement supporting development of a NIP, and that Government set up an IDC to develop a recommendation for Cabinet. But by 1987 the campaign for NIP had collapsed, and it is only now that we are beginning to rake through the embers and see what can be done about broad national information planning. The reasons for this are complex, but the main one was perhaps our inability as a profession to turn detailed plans into effective action statements which the Government thought attractive as a policy option in hard times. As a profession we dominated the policy debate on NIP in the 1980s, and indeed were recognised by the Commonwealth bureaucrats working on the issue as the best informed group but we did not make it a political issue. Only two Ministers, two Backbenchers and a few bureaucrats even knew of our interest in the matter because we did not lobby effectively. This was a case of a very well prepared, realistic and politically attractive initiative by the profession where the lobbying itself failed.

- I suggest you compare it to the brilliant campaign mounted by the Working Group on Multicultural Library Services in Victoria over the last ten years for Commonwealth Government recognition of the need to adequately fund multicultural library services as part of a broader political agenda. This campaign built on the expertise of Derek Whitehead and a few key other colleagues, who developed realistic, politically achievable and highly attractive policy proposals designed to get Commonwealth Government involvement and funding as part of the broader multicultural agenda. They were successful, in that the Lobianco report recommended the necessary funding in a stage program. The reason Lobianco did so was because of the lobbying done on him during his inquiry, quite apart from the attractiveness of the policy proposals. The reason that the Commonwealth Government then failed to come through with the proposed funding, the only recommendation in the Lobianco report not taken up, was because of inadequate lobbying at a higher level by our profession. The reason that funds almost certainly will be injected in the near future into the multicultural library services, albeit in a slightly modified proposal, is because of skilful politicking by Whitehead and a few others when a recent opportunity arose through the Government's proposed national agenda for a multicultural Australia. It is an outstanding example of an effective, carefully defined, politically achievable lobbying campaign by our profession.

Lastly, I want to make two brief points that we might develop in a discussion. The first is that librarians can be successful in lobbying efforts so long as they are realistic in their expectations. Work done by Ross Gibbs in recent years suggest for example that we have been far more successful in public library funding across the nation in the last 15 years than we generally realise, but that the funds have not been directed towards key priorities which achieve better services but rather the infrastructure. Work done in the NLA in recent months to assess our own vote against a range of other libraries over the last generation similarly suggests that public sector libraries have been relatively successful when measured against the general economic restraint effecting all governments.

But if we are to be effective we must dirty our hands, and get down into the real market place. Political action can be fun, but it is also essential to gain resources. If librarians hide behind a professional image, or a dislike of wheeling and dealing, then it is their own fault if they suffer the long term consequences. Quite the most interesting exercise I have been involved in the last two years is a major review of Australian Public Service departmental libraries through a mechanism called the Australian Federal Libraries Committee which I chair, and which is about to report to Cabinet on further development of the Government's own departmental libraries. I have met two breeds of APS librarians - one bewails the fact that it does not have access to senior decision

makers, that its resource needs are not met, that senior bureaucrats need to be sensitised to our professional concerns and that in essence they are not understood.

The other breed gets what it wants, is adequately resourced, runs library services which are seen as central in meeting the department's information needs and relates directly to top management. They lobby effectively for results, and play in the real political/bureaucrat arena. They are winners, and there is a lesson in this for all of us.

EDUCATIONAL QUALITY

ERIC LUND

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ABSTRACT

Educational quality is a diverse concept difficult to define. Present re-structuring of post-secondary education in Australia offers an opportunity to re-examine practices, and this paper examines concepts of quality, education and educational quality.

Perception of quality is variable. Agreement of what it is depends on shared standards, on distinguishing between process and outcome and on the establishment of goals. Assessing the educational quality of an institution is dependent on a number of factors.

The educational institution library can contribute to quality at various levels of student requirements and participation. The cost effectiveness of the library's traditional role is being questioned. A new, more interactive form of library is required, one with a clear understanding of what the outcomes of learning should be.

PAPER

What is Educational Quality? Certainly in many sectors of the community it means competence in the three R's. A quality educational program in primary and secondary would be one that produced students competent in reading, writing and arithmetic. For other people it could mean the prominence of a professor or teacher, or at an institutional level the architectural design of some buildings. It is a diverse concept.

The focus in this paper will be on educational quality in the post-secondary education sector. Furthermore, though most of the propositions in this paper will relate to educational quality in educational institutions it is observed that educational quality can occur and does occur outside such institutions.

The current restructuring of post-secondary education in Australia provides a wonderful opportunity to examine our educational practices through the framework of 'educational quality'! For example one element in this restructuring is connected with our international economic competitiveness. We need to increase the level of knowledge and skill within our workforce and

potential workforce through education and related programs to provide a necessary ingredient to improve our economic competitiveness. If out of a initial group of 40 engineers, 30 graduate to work satisfactorily in engineering organizations, would this be a conclusive sign that educational quality had been achieved? I propose in part to explore answers to this question in this paper.

The paper will examine the concepts of quality, education and educational quality in a selective and brief manner. We then turn to the more practical side and explore the outcomes that exemplify educational quality and the necessary conditions and processes required to produce these outcomes.

Before examining the concept of quality a brief outline of the notion of "education" is required.

In outlining some features of the concept of 'education' no attempt will be made to explore the concept fully. Rather it will be useful to point out some salient features for the purpose of examining educational quality.

As a concept 'education' contains within it criteria to which a range of processes and outcomes must conform for it to be said a person was 'being educated'. For example, it would be difficult to comprehend the statement 'this person was educated but had learnt nothing worthwhile', for the notion of 'being worthwhile' is contained in the concept of 'education'. However, education does not indicate the content of what is worthwhile.

Secondly, a person to be educated must have a knowledge context in which to place his/her skills. A person who could dismantle and reassemble the engine of a car could hardly be said to be educated without some understanding and perspective on areas such as mechanical engineering, chemistry, environmental impact issues and so on. This is in no way to suggest the acquisition of skills without this knowledge context is inferior or bad, but rather it does not conform to the notion of being educated. Such a person could be said to have been trained, or have highly developed skills and thereby when aggregated with many other such individuals be said to be contributing to the community's well being. However, it would not mean that person was being educated on these two (above) liberal education criteria.

The third factor of the concept is the relationship between teaching and learning. It is perfectly feasible for a person to learn something without teaching taking place. However, 'learning' is intrinsic to the notion of 'teaching'. The teacher uses a variety of educational processes (and non educational processes) to facilitate learning; the teacher's success is dependent on learning taking place, on the learner having achieved something. There are a range of familiar educational processes, instruction, discussion, teaching, training and so on. Though these processes are

generally found in formal educational settings, learning as we all know takes place equally well in informal settings, where the learner has achieved something worthwhile.

These three criteria will assist our focus on 'educational quality'.

Mapping the concept of 'quality' requires some explanation of its current use in language and some distinctions from other related concepts.

It has been suggested that 'quality' is in the eye of the beholder. A young person purchasing their first motor vehicle may see it as a thing of quality, whereas another may see the same vehicle as being in poor condition and lacking in quality. Judgements about whether something has quality relate often to some shared standards. These standards are shared by people, sometimes many, sometimes few and enable discussion on quality to take place. For meaningful communication to take place between people regarding quality there must be some shared values, language and understandings. 'Quality' is not determined at a rational level only; what constitutes quality often involves emotive judgements as well as rational. Shared experiences of people add to the confidence people outside of these shared experiences have about judgements made as to whether something is of quality.

Take for example a group of concert goers who listen to the playing of Beethoven's fifth symphony, if their verdict on the orchestra's rendition of the symphony was that it was excellent we would listen carefully to the reasons and possibly incorporate such reasons (and standards) into our future value judgements, as to whether or not playing of Beethoven's fifth symphony by an orchestra was excellent. If at the same concert a group of country and western music fans were present, would we take the same notice if they suggested the orchestra's performance was mediocre? Two concepts related to quality, expertise and reputation are also involved here.

Within the world of the consumer the notion of quality is prevalent. Many industries, indeed countries spend considerable effort in terms of organizational arrangements, technologies, communication processes and so on, to achieve an appropriate level (usually optimum level) of product quality. The measurement of whether a product is of appropriate quality depends on:

1. customer satisfaction
2. minimum price
3. other specific factors, e.g. time.

The application of such principles to educational quality will raise a number of interesting questions. Who are the customers of the educational processes, students, employers, social units, broader community groups, society or all of the above? How important is the cost of producing educational quality?

The interaction of price and customer satisfaction has not only to do with quality, but also notions of effectiveness and efficiency. Efficiency refers to the energy input required to achieve certain goals. Whereas, effectiveness refers to whether or not certain goals are achieved.

Quality as a concept overlaps with both of these above concepts focusing in part not only an achievement and the energy required to achieve, but whether the achievement is of value. Consider the activity of frog racing, could it be said the race was of quality without distorting the meaning of the word 'quality'.

A means-ends distinction is also worth pursuing in relation to quality. If we were watching an archer lining up to fire an arrow at a target, the arrow was fired and hit the bulls eye. Would the quality of the archer's shot be determined by the fact that it hit the bulls eye? If the arrow had missed the target could we say that it was a quality shot?

In terms of 'educational quality' this example raises a couple of issues. Is 'quality' simply reaching a standard - hitting the bulls eye? We must be careful to distinguish between the process and the outcome. It would be difficult to suggest that though the arrow missed the target it was a quality shot. However, in focusing on the actual act of shooting it could be that the archer did everything to an appropriate standard - ie it was a quality act of shooting. The distinction is useful in its application to educational quality. The teacher's preparation and presentation were excellent though the student failed to learn anything. In terms of this example no educational quality was present.

The second issue worth noting concerns the establishment of goals or targets. What should students be learning? Obviously, things worthwhile. But, how is the context of what is 'worthwhile' established and for whom is it to be 'worthwhile'? We need to be clear what it is we are trying to achieve, at what standard and whether it is of value. It is often because of a lack of agreement about these issues that the notion of 'educational quality' lacks clear definition and takes on politically emotive content.

A final distinction, which is important in mapping the concept of quality, concerns status or reputation. Often it would seem that generalizing about products or institutions for example leads us to use the terms 'quality' and 'status' interchangeably. For example, "I would only allow my son to attend a university, they are the best for education".

Status may well be attributed to products, services and institutions based on perceived quality (or a range of other factors such as clever advertising) at a particular time. It is perfectly conceivable that

while status may still be attributed to products or institutions the notion of quality which accompanied the original status could long since have disappeared.

Furthermore, when particularizing from a generalization there is a logical difficulty; for example, most courses at Oxford are of high quality, this course is conducted by Oxford, therefore, it is of high quality, does not logically follow, it just **may** be of high quality.

This partial exploration of the concept of 'quality' indicates there are a number of contiguous concepts and indeed overlapping ones which makes discussion about quality ambiguous and confusing. This is particularly the case when it is 'educational quality' being addressed.

Nevertheless, 'educational quality' directs our attention to certain achievements, the standards of those achievements and their value. It is clear that in balancing these three aspects comparative notions of 'quality', higher or medium or lower come into force. In the educational context debates about what is to be achieved, at what standard and their value will continue. The current reordering of educational priorities through the political process is providing a substantial, though not unequivocal determination of what is of value and what is worthwhile.

Having briefly explored the concepts of 'education' and 'quality' it is useful to conclude the analysis by examining their relationship. 'Quality' in ordinary language signifies the achievement of a goal at a particular standard and the value of that goal. The liberal view of education outlined here indicates that to be 'educated' a person continually develops worthwhile conceptual apparatus knowledge, skills and commitment through which he/she interacts with the world. As R.S. Peters says, "to be educated is not to have arrived; it is to travel with a different view".

The interaction between the two concepts produces some tension. If the concept of 'quality' dominates it inclines us to imagine that education is more instrumental than outlined above. That is we simply look to education to produce outcomes which lead to other desired states. For example graduates are produced not for any intrinsic worth implied in 'being educated', but rather for economic ends; to become part of a more highly skilled workforce which aids our international competitiveness and so on. Two further comments need to be made about this analysis. Educational institutions may have their funding (or other activities), justified in a number of ways - contribution to the macro or local economy, redressing disadvantage, developing social capabilities and so on. But, at an individual level 'being educated' needs no such justification, it is good in itself. Secondly, 'being educated' does not signify a person remote and marginalized in the world economically, socially or culturally. It implies a way of interacting with the world.

Given the foregoing analysis, what is educational quality at an institutional level? How can we know when it occurs? Is it possible to measure it? Are there any necessary processes and other conditions which need to be present for educational quality to occur? These are some of the questions to which we must now turn.

I took some time to distinguish between concepts to try to focus thinking on educational quality. We are not judging it through efficiency, effectiveness or reputational measures, though these are important in other contexts.

What is it for an institution to exhibit educational quality? The answer to this question involves specifying a range of factors which a student learns through interaction particularly in the institution.

Among these factors are language skills, gaining a perspective through the acquisition of principles, (conceptualizing), problem solving skills, acquisition of a general knowledge and understanding, interpersonal skills, social and cultural understandings at a generic level. This learning would take place through some specific content which could have and usually does have a vocational direction.

Assessing the standard to which a student has learnt something has a range of difficulties. We need for example, to know that the instrument being used to measure an individuals performance actually measures what it purports to measure. Further, does performance at the required standard on occasion one provide any guarantees that that performance will be repeated on occasion two.

Operationalizing the learner's performance outcome prior to constructing the learning experience will help in measuring the performance. However, there is great difficulty in specifying this performance outcome in isolation, many other variables in the learning context impact.

Measuring quality is difficult, though generally specifying what constitutes quality need not be difficult. The specification of standards of performance outcomes that are of value (ie of quality) relate to a political, social and cultural context, though this is not to argue that all standards are relative.

Assessing the educational quality of an institution as opposed to an individual, requires some analysis of what it is about, what is its purpose? Such institutions are generally judged through some analysis by efficiency or effectiveness indicators. For example, how many students graduated in the minimum time, the cost of each student contact hour, the cost of each equivalent full-time student unit. At least one of these indicators measures activity level and therefore, does

not address efficiency or effectiveness, yet it is a widely used measure. Post secondary educational institutions are about providing structured learning opportunities for its students.

Assessing how well educational institutions provide these structured learning experiences involves an examination of learning activities, educational processes and those other conditions necessary to provide educational quality.

In recent years I have been involved in the establishment of two quite different post-secondary educational institutions. In both instances the educational question that needed to be asked was, what are the priority items that need to be provided to enable educational quality to be achieved? An interesting test question when specifying these items is, what empirical evidence is there of a connection between the item specified and the achievement of educational quality and how strong is that connection?

A number of different pre-conditions are usually listed. These include the culture and climate of the organization, physical conditions (eg buildings), adequacy of staff, aesthetics of the institution, adequacy of prior preparation of the learner, adequacy of the library and commitment to social justice. How would we assess how the aesthetics of an institution contributed to educational quality?

If your institution was provided with an additional 10% of recurrent funding would it automatically or generally lead to an increase in educational quality?

The role of the library in contributing to educational quality is worth considering in this context. In a TAFE College many students are involved in apprenticeship training which would fall outside of the notion of 'being educated' in this paper. This in no way devalues the importance of skill acquisition however. Apprentices for many years have acquired a narrow range of skills limited not only through their on the job experience, but also by industrial agreements. Libraries have provided a range of items in a variety of formats for apprentices. Indeed many apprenticeship courses in the self paced mode have such resources integrated into the curriculum. This level of integration between learner, curriculum and library (or library like functions) could be critical in achieving the goals of the course at an appropriate standard. That is the apprentice could have learnt the skill to the appropriate standard, a training quality was achieved through appropriate resources being available.

Award restructuring will provide an incentive for apprentices/tradespeople to not only lift their skill levels, but also gain other skills, perspectives and understandings which will place them into the

'being educated' zone. This represents a significant challenge to institutions to assist these learners develop skills and understanding within a broader life experience.

For students undertaking post-year twelve educational programs, the library has traditionally been seen as playing a key role particularly in the achievement of educational quality. The greater the size of the book stock, the larger the number of journals and periodicals subscribed to the more likely a student has of 'being educated', at a reasonable level of quality so the crude argument goes. At an organizational political level, librarians do need to maintain their library's status and reputation within the Institution. They argue for increased funds, rolling out a range of activity level statistics and at a different level providing and being seen to be providing a useful service are all ways in which status and reputation might be maintained.

Nevertheless, in an environment where educational quality is but one of the operating variables other questions arising from the efficiency and effectiveness context will impinge on libraries. The costs of maintaining the traditional library role will come under increasing scrutiny as will the incorporation of new services into the library. Libraries represent a major educational institution investment.

We need to seriously address the question to what extent libraries affect educational quality? Rather than make assertions about appropriate book stock sizes for a certain student population size and a given range of disciplines, we require now some evidence of a library's impact on quality. At an intuitive level the provision of an up to date relevant book stock of 50,000 volumes is more likely to contribute to educational quality than one of 500,000 volumes to which only 10,000 volumes have been added in the last ten years. What we require is evidence of the library's impact on quality. Otherwise, standards (of size) will be imposed which may aid quality or may hinder it, but quality will not be the key criteria, efficiency will be the criterion.

Within the area of educational and award restructuring we should perhaps begin to view libraries differently and take up the suggestion made by many librarians to quote P.S. **Berwick,** "the average academic library holds great opportunity for quality non classroom learning that can benefit students. ... The major deterrents to such learning are limited perceptions of libraries by librarians ... by campus administrators and classroom faculty. To change this situation, traditional curriculum - planning avenues must be used so that library - based learning becomes assimilated into overall efforts to offer quality education for the information age".

I would argue that a new form of library (still providing some traditional services) is urgently required. One which provides for a more interactive approach with students, particularly in the information literacy areas, better use of the capital and recurrent investment and of the library staff. New

equipment will only in part assist to achieve this, attitudinal change will be most critical. But, this is to begin to stray outside my area.

There are a range of educational processes used by staff of educational institutions- generally teaching staff to enable students to learn. Teaching, training, discussions and instruction are but a few of these processes. The appropriateness of these processes to both the material being learnt and the learner is critical. Students learn a good deal from the organizational climate and by example from their interaction with the teacher, though this learning is generally not specified in any curicula.

Education processes impinge on quality and a good deal of educational research literature focuses on this relationship. Again, it is worth emphasizing, that it is what has been learnt, the standard of what has been learnt and its value that is critical in assessing educational quality.

At a descriptive level the notion of educational quality is diverse. In this paper I have suggested that the test of educational quality is that a person, or at an institutional level a group of people, have learnt something worthwhile to an agreed standard. Though, measures of educational quality are sometimes confused, it is useful to specify what it is we as teachers and librarians want learners to be able to do at the conclusion of a particular or group of learning experiences.

The specification of what is worthwhile is constantly being defined, as people involved in education we should be assisting this process as a matter of urgency, crystallizing the views of various communities.

As a political concept "Education Quality" is used to persuade others, that resources or attention ought to be given to our area of concern. The concept arouses positive feelings, it is a good thing, without it we are not performing adequately.

WHAT HAPPENS TO THE PEOPLE IN ALL OF THIS?

MARGARET CAMERON

Margaret Cameron is the Pro-Vice-Chancellor of the Deakin University, Geelong (1986-) and has been the Chief Librarian there since 1977. She advises that her consuming hobby is birdwatching.

ABSTRACT

In today's education world of rapid change, of increasing demands and decreasing budgets, of amalgamations and restructuring, the critical requirement is a concentration of effort on our core responsibillity. As librarians we have multiple roles and our programs and clientele are diverse.

The experience at Deakin provides an example of change in process by reclassification and award restructuring leading to improved management and to clear performance standards for all staff.

Coping with roles and responsibilities in the library depends on how well staff work together as a team.

PAPER

In an interview in the **Bulletin** of 22 August 1989, Professor Ken McKinnon, Vice Chancellor of Woollongong University, discussed tertiary education. In this interview he said "all the paraphernalia of learning (is) secondary to this question of how you set everyone on fire". By the paraphernalia of learning Professor McKinnon did not mean such important things as libraries, but he might have. The critical issue in TAFE, as well as in other kinds of education, is passing on that enlivening spark of insight, understanding, knowledge and excitement. For libraries too, it is essential that we focus on the most important aspect of our life in our institutions - the learning, the intellectual achievements, and the enjoyment, of our students.

You may express the role of the library resource centre in a TAFE as the Guidelines do "The LRC assists in fulfilling the educational objectives established in the various instructional settings within the college", or you can express it in McKinnon's more vivid language, but the main point is to keep before us the real reason we are here, and what it is that counts at the end of the day.

We are working in a world which is rapidly changing and becoming much more difficult. Within our organisation, productivity gains, the evaluation of educational quality, finance - or lack of it, program budgeting, strategic planning and so on, all present a range of issues which the Conference brochure correctly describes as "stimulating". The rapid pace of change, and the uncertainty in the educational policy environment, make life very difficult in higher education institutions. It is particularly difficult that politicians do not appear to understand the unavoidable slowness of change when students are in the system for several years. When educational policy one year is to encourage as many school leavers as possible to enrol in a varied range of post-year-12 programs at their local institution, but the next year emphasises such equity objectives as educational opportunity for mature women returning to work after caring for a family, especially women in isolated rural areas, and there is a positive financial incentive to support current policy and a disincentive to carry through the older one, it makes long term planning very difficult.

What happens to people - to our library staff - in such a rapidly changing world? How do our library staff feel when over a period of two years their local clientele increases by 50%, while at the same time the staff budget to care for them decreases by more than 10% in real dollars? An **Age** headline today refers to "the trauma that can accompany change". More poetically, Matthew Arnold says "Change doth unknit the tranquil strength of man". In other words, it all becomes very difficult.

The critical thing in this present world of amalgamations, restructuring, financial stringency and other change is to concentrate on our core responsibility. This hasn't changed much. It is easy for the faculty to do this - a lecturer may say "I teach carpentry", and carpentry will still be about tools and timber, whether his college is the TAFE sector of a multi-campus mega-college or a small college in a country town, whether his students are studying off campus in small furniture factories or have come from old-fashioned technical schools or combined community colleges, or have done the HSC, the school certificate or the VCE. It is much harder for librarians because they have multiple roles, and it is especially challenging and interesting in TAFE libraries because your clientele and the programs they undertake are so diverse. But you are still responsible for providing the resources and helping students learn to use them - whatever kind of student, wherever they are, however open and useable your system.

The industrial relations climate too is in a state of active change. I know that in TAFE libraries, as in universities, award restructuring is under way. Multi-skilling and broad banding are popular terms. While such terms may be new in many sectors of the workforce, the concepts are not new for libraries, especially small ones. The one person special library has been for years the ultimate in multi-skilling and broad banding! The night shift in a TAFE library is probably as multi-skilled as you can get. Nevertheless, your libraries, like ours, formerly exhibited quite complex staff structures and since I understand that Victorian TAFE libraries are mostly in the process of job evaluation

leading to award restructuring, I thought it might be interesting for you if I spoke briefly about our experience.

Deakin University formerly had 12 parallel salary sequences - assistant librarians and librarians; library officers and technicians; clerks and administrators; word processors, typists and secretaries; technicians, computer and systems staff, etc. We now have, for most staff, one sequence of salary scales, that is one sequence of job classifications ranging from Job Grade 1 through to Job Grade 14. The top four of these are senior scales with one or two incumbents, so the real jobs are divided up into 10 job grades. Like yours, our jobs were described, evaluated and given a points score, and fitted into their "job families", and new salaries were then applied to their incumbents.

There have been some good features about this experience. Firstly, for the first time the level of responsibility of **all** jobs across the institution was analysed. We found out things about some jobs we had not known - we even cut some tasks out! Management was improved. Second, reclassifications upwards under our previous system had been arbitrary, and success depended largely on the persuasive prose of the supervisor. So the point system introduced a level of consistency and more objectivity. The new scheme was supported by the Union and won good acceptance. Very importantly it meant that staff members who achieved complex responsibilities could progress through classifications and up salary scales and were not kept down by arbitrary bars referring to qualifications. For example, in our Library, a library clerk, or a person with a library qualification and not a degree, not only could not aspire to a senior position called "Librarian", but even if they were doing work of equal responsibility, would never have earned the same money. The new system is particularly important for people in administrative areas of the University as it has improved their flexibility to change throughout the administration. Staff members have already moved in and out of the Library. It has certainly made it easier for people to move horizontally and to share jobs **within** the Library.

However, we have learned some valuable lessons and, since I understand most of you are in the middle of this, you may profit from them. Our process took much too long: more than two years. At the end of the process when appeals were being heard, we were looking back at what people did two years ago. Secondly, the union changed its representation on the Implementation Committee on the way through, and the new person did not understand the background. His difficulty in understanding what was going on affected union support for the process, and was not helpful. Thirdly, the University already had many anomalous positions since it had been formed by amalgamating the Gordon Institute of Technology and the State College of Victoria, Geelong. People in some of these anomalous positions are on higher salaries than their university jobs warrant, and the points system showed this. Although their salary is maintained, their feelings were hurt, and we should have put more effort into explaining this at the beginning.

At the end of the process we had a set of appeals. We did not handle these well, and they took far too long. Then we had a second round of appeals which have proved to be more productive. My advice as a result of this experience would be that appeals should be handled as we did the second round - that is, the appeal panel included an external person acceptable to both the union and the University. The others were a staff member nominated by the University and one nominated by the union. Most importantly, this appeal panel met with each appellant and their supervisor **together.** The panel asked very searching questions about real life examples of work and responsibility. For example, where people claimed to be responsible for budgeting, the panel asked how the budget submission was prepared and what the granting process was. I know of no appellant who felt they did not get a fair go from the panel, although I also know that the majority did not succeed. It is hard for the employer to devolve responsibility to an outsider in this way without feeling unnerving loss of control. It is true, some control has been lost, and perhaps the "management" nominee should have been at a more senior level. But in any appeal process you win some and you lose some, and this process was fair. I would strongly recommend that anyone undergoing a major job evaluation sets up an appeal mechanism which includes outside advice, and interviews with the appellant and the supervisor together.

A second kind of change affecting people is in management systems. For example, in the last two years, we have introduced a system called "performance management". Ours follows a model developed by the consultants Wheeler Strobel and is similar but not quite the same as management by objectives or other variants. This system is designed to answer three questions very important to everyone in a job:

> What am I supposed to do?
> How well am I expected to it?
> How will **we** know that I have done it well?

A fourth question, addressed by this system in business settings, but not always in public service sectors for the obvious reason that most of us have little scope for varying financial rewards, is:

> How will I be rewarded?

The best thing about this system is that it enables us to establish accountability - to identify who bears responsibility at every level.

In this system, the staff member and their supervisor, together, answer the three questions. The system gives individual staff members ongoing standards for **self**-evaluation, and gives clear criteria for reward or censure.

The standards and criteria should be chosen to give signals to the staff member as well as the supervisor, and in fact more importantly the staff member, on the quality of the work, while it is still being done. As my Technical Services Librarian says, a cataloguer must be able to think about their day and say "I was a good cataloguer today". It's no good having a management-by-objectives system that says, "catalogue 400 books of this kind by the end of the year", if you don't have some standard that enables you to say, "this week my work was quality work".

After a year's experience, the system has also given clear guidance for staff development. Some people did not meet their standards. Sometimes it is clear that circumstances were beyond the person's control, or the standards were unreasonable. On other occasions, people did not meet their responsibilities and appropriate action must be planned. For example, we found that it would be desirable to run some time management courses, which we have done. The system has also made clear to supervisors their responsibility for subordinate staff. You are responsible for how well your staff do things, and for ensuring that if they do well it will be recognized, and that if things are not perfect, action is taken.

The bad thing about the system was that, again, it took much more time than we thought to set it up. You need a dedicated leader to get it going. Secondly, to quote Seneca, "the mind is slow in unlearning what has been long in learning", and some supervisors found it hard to learn a new way of dealing with staff, so that the staff themselves took the lead in articulating their accountability, with accountability defined in such a way that the staff member as well as the supervisor can evaluate performance at any given time. It is a different way of operating. An exceptionally good feature of the system is that it has shown us that the investment we had already made in management and supervisor training has been very worthwhile.

So these two changes in my library have helped us concentrate on the **core responsibility** of the library: to forget the paraphernalia and concentrate on the essence of our jobs. The job evaluation system clearly defines responsibilities, and the performance management scheme gives clear standards of achievement and agreed ways of working cut what constitutes meritorious performance: standards that the person herself or himself defines, and the person herself or himself can apply.

Let's get back to your **Guidelines.** You are the leaders who are going to help your libraries to achieve all the things set out in the Guidelines, the present set or the version you revise tomorrow.

Now, it does not matter how the world changes, it does not matter how complex the outside environment is, it does not matter that the unions are revolting, that all your jobs are being evaluated for the third time, that your budget is dwindling and your student population increasing out of sight, that there are people sitting on the floor in the classrooms, and the computer is down again, it's really how you work together as a team that enables your people to cope with all of this. John Adair, in **The skills of Leadership,** describes a group of outstanding leaders. (They are all men!) One of them was an Antarctic explorer, one was a mountaineer. One of them was an "unknown worker", and all the rest were military figures. The unknown worker was not in charge of anything. His manager rarely visited the corner of the factory where he worked. But he was "the natural leader of a team", and this is what he did:

> "When a new employee came he was introduced to the other members of the team and placed with those who seemed likely to make congenial associates; later he was taken to the end of the assembly line to see where the part being made in the department fitted into the finished article. All complaints were dealt with at once by the leader, but if they were beyond his powers to handle he referred them to higher authority. The individual workers were in these ways given **significance** (they saw how their job fitted into the whole), **comradeship** (in being members of a team), and an awareness of being fairly treated."

One of the military men discussed in this book is Field Marshal Lord Montgomery. "Monty's soldiers would have followed him anywhere" and the book analyses "the qualities of leadership which bound the Eighth Army to Monty".

> "First, in all this confusion he had the supreme gift of reducing the most complex situation to simplicity. Second, he took infinite pains to explain to every man in the army exactly what was required of him. Thirdly, no amount of urging would ever induce him to launch his army into battle before it was ready, and finally he was obviously a complete master of his craft, the craft of war."

Let's think about how TAFE resembles war! Wars are mixture of navy, air, and land forces, guerrillas and espionage, even star wars these days. You too have responsibilities which are very complex. You have school leavers, apprentices, adult students returning to study, hobby classes, people aiming to change their lives by starting a completely new career, bridging courses with industry, sandwich courses, and so on. Your armament includes books, audio-visual media, computer assisted learning.

Like Monty, you have to ensure that this complex environment does not distract you from the simple responsibility of service to your readers. They might have different overall aims but they

need one simple thing, they have come to you looking for information, an idea, something to spark their imagination. You are the one who can help them. Like Monty's soldiers, your staff need to understand what their responsibilities are, what they have to do, and exactly how well they are expected to do it. Like Monty, you have to make sure your army are ready to fulfil those responsibilities, and you all certainly have to know a lot about libraries, and importantly, about books and sources of information. To quote Ken McKinnon again, the paraphernalia of educational politics and finance, of college administration, of job evaluation so we have a clear definition of work, of performance management so we have good standards of quality, all these aspects of our current working lives are not the most important thing. The most important thing is that spark. When you see a student who has been battling through literacy classes, finish a book for the first time, a book that you have chosen for him, a book he has read from beginning to end, and he thanks you and tells you he really enjoyed it, you'll understand that you are on the way to setting everyone on fire.

MANAGERIALISM, VOCATIONAL EDUCATION AND TRAINING, AND TAFE LIBRARIES IN QUEENSLAND

ALEX CUTTS

Alex Cutts is the Technical Services Librarian for the Queensland TAFE Library Network. He is a keen student of public administration with a particular interest in public policy development and collective action. Alex is highly active in A.I.L.A. He is currently the Queensland Branch General Councillor as well as the 1990 Branch Vice-President/President Elect (1991). He has the unusual distinction of being the last General Treasurer of the L.A.A. in 1987.

ABSTRACT

Vocational education in TAFE as experienced in Queensland is discussed as part of present reforms in public sector management. The focus is now on output and results, and the achievement of these results must be cost effective. Input from government and private industry to planning strategies and providing guidelines is essential.

TAFE colleges, unlikely to see any real-term budget increases, need to provide for growth through productivity increases and revenue generation from market sources. Resource agreements will commit college administrations and program providers to the achievement of planned outcomes. The growing number of associate diploma courses requires a higher level of library service to an increasing number of students. Libraries response to strategic planning will include revenue raising.

TAFE colleges have yet to prove themselves as providers of quality education products, and are only gradually being recognised as a resource asset. Queensland TAFE libraries are operating in an environment of profound organisational change and recognising that managerialism is now driving public sector reform.

Technical Services Librarian, Queensland TAFE Library Network Centre.

PAPER

According to the conference program I have been requested to address this gathering on the topic "The Changing Role of Librarians as Financial Managers" including: program budgeting, strategic planning, and institutional evaluation. However, in order to maintain continuity with the Education, Economics, and TAFE Libraries theme of this conference I have taken a broad interpretation of these specifications. Consequently I have chosen to approach the topic from a public sector management reform perspective which I hope will provide an element of interest for everyone here today.

During the time allocated for this presentation I plan to present a broad overview of current developments in Queensland concerning the delivery of technical and further education or if you prefer the new label, vocational education and training, in the context of public sector management reform. This will be followed by a discussion of some possible consequences of this process for the delivery of TAFE library services.

Before proceeding I would like to stress that any observations I make are based upon my experience and knowledge of TAFE in Queensland. It will be up to you to draw the relevance, if any, to your own state and organisation.

In recent years a corporate management framework has been the basis for a transformation of Australian public administration. Indeed there is little doubt that the 1980s has seen a marked shift in social values throughout much of the industrialised world, especially the English speaking countries, in relation to the market and public sectors. There is general agreement in literature of public administration that there has been some loss of confidence in the ability of the public sector to solve complex social problems and a corresponding increase in reliance on market forces. This has led to a remarkable consensus amongst government leaders, bureaucrats, and some academics about the desirability of "management reforms" in the public sector. Evidence of this is plentiful in media commentaries and in the programs of political parties. The public sector, at the one time faced with even more complex administrative tasks and beset by a crisis of confidence has turned to the private sector for inspiration. This has resulted in what has been termed the "new managerialism". At the core of this doctrine is a new strategic approach focussed on output and results. It is based upon the clear evidence that the public sector for reasons of accountability has in the past focussed too much on process and too little on whether the desired ends were being achieved. The managerialist approach encompasses such by now well known management techniques as the formulation of corporate or strategic plans, program budgeting, program evaluation, performance indicators, performance contracts for senior managers, and sometimes

performance pay. An integral element of the approach is that managers should ensure that results are achieved in the most cost effective manner.

This new public management orthodoxy stresses central control and direction in accord with notions of strategy and planning. However, management responsibility is devolved in order to "let the managers manage" and thereby encourage initiative and, where appropriate an entrepreneurial spirit rather than simple rule compliance. Flat organisational structures are highly regarded in this context in an attempt to create middle management responsibility centres with functions that are delimited by program formats, thereby making them self contained productive units and permitting the devolution of clear duties and the establishment of performance targets.

Public sector management reform in Queensland is alive and well and like the Commonwealth and other State Governments it has embraced the doctrine of managerialism. The reform "blue prints" are Sir Ernest Savage's 1987 "Public Sector Review Report" [1] and more recently "Quality Queensland"[2] .

In 1987 Sir Ernest Savage was commissioned to review the operation of the Queensland Government and its statutory authorities in the context of the state's economy. The report recommended a range of changes in the administration of government including the introduction of a program management structure, a planning and performance measurement process, a commitment to significant government deregulation, and a move to smaller government. The recommendations of the Savage Report provided the foundation of the Queensland **Public Service Management and Employment Act 1988.**

Quality Queensland reveals the State Government's corporate vision. Its central theme concerns:

- intensifying foreign competition;
- changing world markets, including the intra - regional exports emerging as a driving force for trade growth for Asia/Pacific countries;
- rapidly changing technologies;
- increased market volatility and an overall downward trend in real prices affecting our traditional primary products;
- potential for continued significant growth in tourism related activities; and
- opportunities to build stronger diversified manufacturing and business service sectors.

The need for public sector and private sector co-operation is stressed as an essential factor in the strategy, which depends upon private sector led economic development with Government facilitation. The whole strategy is predicated on the concept of market facilitation.

According to **Quality Queensland** the existing "driving sectors" or wealth generators will continue to be important to the economy, but it is considered vital to take advantage of the State's strengths to develop the emergent driving sector's competitiveness in the world market. The driving sectors that will be important include:

- Agribusiness (agriculture and food processing);
- mining;
- tourism;
- diversified manufacture;
- traded services (including communications, education, Government services, finance, business).

It is envisaged that the driving sector industries will be supported by the non-driving sectors which would include:

- administration;
- defence;
- retailing and wholesaling;
- transport and communication;
- construction;
- electricity, gas, water;
- general government administration.

The Government's primary role in this strategy is to build a "new infrastructure" which is intended to provide a broader and more sophisticated set of economic foundations that will:

- support the growth of tourism;
- create new capacity needed to support the build-up of the advanced manufacturing and services sectors;
- sustain agriculture and mining by helping them move into market niches requiring new skills.

The recently created Queensland Department of Vocational Education and Training is responsible for the TAFE sector. The Department is seen to have an important part to play in bringing the **Quality Queensland** vision to reality. DEVET's role as defined under its act of

establishment is: "to develop and provide and to promote the development and provision by others of vocational education and training programs with a view to meeting the State's needs for a highly skilled and adaptable workforce". In the context of this charter and of the Governments Strategic vision DEVET has identified a number of primary responsibilities including:

- training (from semi-skilled to para - professional levels) of the workforce to provide the skills directly required for development and establishment of driving sector industries, and for the updated operation of support sector industries;

- providing training and re-training in rapidly changing areas, particularly the technologies, to ensure current and competitive skills in the workforce;

- training of key personnel to provide the infrastructure, financial and management support needed to ensure the success of the state economic development strategy;

- providing development of entrepreneurial skills;

- monitoring and rationalising the distribution of vocational education between public and private sectors;

- ensuring that individual regions of the State are supported in their contribution to the economy by ascertaining any specific training needs peculiar to the region;

- exercising care in negotiations with funding providers (including the Commonwealth) to ensure that external policies imposed through funding do not override State policies.

In terms of the Departments own strategic planning process policy and priority guidelines are determined from the "top" by Government and industry input. The Department's corporate perspective is that it operates in an environment where there will be:

- increased involvement of the private sector in the provision and promotion of vocational education and training:

- smaller government and greater regionalisation;

- facilitation rather than provision;

- greater application of the user pay principle;

- greater industry and community expectations of vocational education and training outcomes;

- more industry involvement in relation to curricula, staff development, delivery arrangements, equipment and use of facilities;
- rapid obsolescence of employment skills; and
- greater reliance on technology.

Consequently policies and priorities of DEVET are likely to reflect the following managerialist characteristics:

- a decreasing role of the State Office in operational areas and flat organisational structures;
- a focus on outputs and outcomes;
- greater delegation of responsibility to Delivery Units and increased accountability for action taken;
- opportunity for increased college resources to be raised from market sources;
- greater involvement of private sector in actual provision and joint ventures;
- greater client/customer orientation through increased responsiveness to industry needs; and
- more emphasis on facilitation.

The Department has set itself a number of key corporate strategic initiatives for the 1989-93 planning period:

- increase the number of graduates from private training establishments by 100% within the next five years;
- decrease the overhead costs of government funded vocational education and training by 5% per annum in real terms;
- increase the revenue available for vocational education and training at government funded colleges by requiring the college network to raise 20% of recurrent budget from market sources within three years;
- increase the average teacher contact hours to at least 800 hours per annum within three years;

- increase teacher contribution to their own technical skills development to at least 100 hours per annum within three years;

- increase participation in publicly provided vocational education and training by at least 8% per annum;

- assist industry to optimise its use of the skills and qualifications of the workforce;

- increase the number of organisations which access human resource development programs to 1000 in the next three years; and

- increase enterprise level investment in training to 2% of expenditure in the next five years.

The Department's Executive has recently appointed Program Managers who are responsible to the Chief Executive for monitoring performance in each program area.

As the Program Manager functions become operational, individual Delivery Units will be advised of their respective targets, priorities and action obligations. For example, to achieve an overall enrolment growth of 8% per annum, it will be necessary to set different growth rate targets for individual colleges. The level of unmet demand, funding levels and existing resources etc. will affect enrolment targets. New colleges would be expected to have much higher growth rates than some older established colleges where a relatively low level of unmet demand exists.

Current indications suggest that the overall level of funding from State sources will continue to grow in real terms provided outputs and outcomes can be achieved. Given that new facilities are continuing to come on stream, existing established colleges are unlikely to achieve any significant increase in their budget allocations in real terms. Growth in these colleges will mainly have to be achieved through productivity increases or through the generation of revenue from market sources.

Apart from the Queensland Government's own priorities concerning vocational education and training the Commonwealth Government Resource Agreement has a significant effect on DEVET strategic planning. As part of the resource agreement which reflects the Commonwealths' change in emphasis from job creation and employment assistance programs and direct TAFE recurrent funding to training and skills formation programs DEVET is required to achieve a 6-8% growth in Stream 3000 (entry level programs) together with 3,590 full-time, and 22,000 part-time student places in TAFE associate diploma programs. DEVET has also given a commitment to the following initiatives:

- curriculum development and implementation involving national core curricula;

- competency - based trade training to be trialed in technology, tourism and hospitality and business studies;

- productivity and student attrition studies which will investigate ways of reducing attrition and examine alternative arrangements for the selection of students for particular courses. (These activities will include the development of performance indicators and a pilot student destination study);

- development and strengthening of industry links in relation to curricula, staff development, delivery arrangements, equipment and use of facilities;

- equity strategies that give TAFE students who are sole parents or possess a health benefits card priority use of child care facilities;

- integration of vocational education and training programs;

- balanced development of associate diploma and diploma courses in relation to planning the extent and nature of growth, funding arrangements and labour market requirements;

- recognition of Commonwealth assistance in the provision of capital infrastructure and equipment;

- fostering improvement in credit transfer arrangements with the schools and higher education sectors and in relation to courses within TAFE;

- provision of an agreed TAFE statistical collection to DEET to include enrolments, staffing and financial data; and

- exchange of labour market information.

As part of the Departmental planning and budgetary process, College Directors and Program Managers will be required to sign a Resource Agreement which will detail expected outcomes (performance levels) and a commitment from the Chief Executive with respect to the financial resources that will be made available to achieve these expected outcomes.

The resource Agreement will contract approved Commitment Plans in accordance with Departmental priorities and available funds. The development of the Resource Agreements for all Colleges and other Delivery Units will be based on a deliberate re-allocation of resources to better fit the labour market needs of the State and the strategic direction of the Department.

DEVET's output is considered to be central to the Government's commitment to economic development. The advancement of the skills, technology and productivity of the Queensland community, initiated by the vocational education offered through the Departments' network of Colleges, and the training systems managed by the central State Office are regarded as essential for this development.

The Resource Agreements between the chief Executive of the Department and the Delivery Units have been developed in order to provide a way to co-ordinate the provision of education and training programs designed to serve local and community wide needs.

Each Resource Agreement specifies details of the programs required to meet labour market and community needs to be offered by Delivery Units as well as the resources to be provided for the achievement of program objectives, and the level of performance expected. Priorities will be identified through the consultative structures of the Department and matched with the capacity of Delivery Units through Commitment Plans.

Commitment Plans, coupled with the annual Resource Agreement, are intended to facilitate a greater degree of autonomy, accountability and labour market orientation than previously experienced by Delivery Units.

The Department of Employment, Vocational Education and Training is attempting to ensure that the distribution of resources is equitable and also reflects current Government economic policies and initiatives.

Resource Agreements are seen by the Department as an important management tool for effective planning, decision making, and achievement of stated goals and priorities.

In the context of the Queensland Department of Employment Vocational Education and Training's corporate plan the Queensland TAFE Library Network clearly has an important strategic role to play in assisting the Department to achieve its objectives. Indeed the strategic planning process itself is providing unprecedented opportunities and challenges in the provision of TAFE library services. The adoption of program budgeting means that managers of new teaching programs are at the very least required to think about the resource implications of these programs including appropriate library based teaching and learning resources.

Standards for collection adequacy and operational performance are currently being developed at the Network Centre with the assistance of Barry McIntyre[3] and Gary Hardy's most timely document and in consultation with librarians Network wide. If these standards are given the appropriate

recognition by the Department's planning executive new teaching and learning programs may have a chance of being adequately resourced. In the context of the strategic planning process library standards particularly those of a quantitative nature have a legitimate and important role to play in the development of strategic goals.

The mass introduction of associate diploma courses is creating a demand for a higher level of library services. This is likely to increase as additional student places are made available. Unlike the more traditional TAFE courses students undertaking associate diplomas require access to a wide range of library resources that are largely unavailable in sufficient quantity or scope in Queensland TAFE College libraries. Not only does this have an unfortunate effect on the frustration level of students and staff it also threatens the educational reputation of the colleges and hence the credibility of the Department in mounting ADCs.

The strategic importance of rectifying an historical low priority in funding is acknowledged in the Department's Corporate plan. So far this resolve has resulted in more than just rhetoric. Additional funding was recently provided to purchase and install an additional seventeen URICA Library Management Systems in College libraries and for the purchase of a single URICA software license for the entire Network. In this year's budget allocation 10% of the total funding made available by the Commonwealth Government for enhancements has been allocated for library collection development. In relation to past history this event is without precedent. Indeed it might be tangible evidence of a growing recognition of the strategic importance of Queensland TAFE college libraries.

A strategic planning process has been developed by the TAFE Library Network Centre based upon the 3M Company Model[4] and is due to be installed in the near future. This process is intended to provide a legitimate and systematic "bottom-up, top-down," communications of strategic issues relating to library and information services involving the Department's planning executive, all Colleges, library service delivery units, and the Library Network Centre in overall strategic planning for the development of library services.

The big innovation that strategic planning will bring to the Department is the basic formal requirement that a series of discussions takes place among executive decision makers and managers about what is truly important for the organisation. In the past this almost never happened except in times of great crises. Certainly the views of senior library operations managers were never eagerly sought after. Now that a structured process exists to assist executive planners to identify the truly important strategic issues faced by the Department it is potentially more difficult to ignore arguments for better library services. For this reason alone the

rational (in the Herbert Simon sense) characteristics of strategic planning as opposed to the short sighted incrementalism of the past is welcome indeed.

Apart from the strategic planning process itself, perhaps the best opportunity for libraries to assert their strategic role will occur in relation to initiatives concerning revenue raising and in the marketing of educational products. I mentioned earlier that colleges are required to raise 20% of their recurrent budget from market sources within three years. Like it or not the college library will be required to contribute to the achievement of this objective. College librarians will be required to develop products and services that can be sold for hard cash to potential customers. Indeed if central funding is not forthcoming in the quantity necessary to achieve collection adequacy in a desirable time frame the ability of the college librarian to raise revenue from other sources at the local level will become vital.

Marketing educational products is an area in which the Department has high hopes as a revenue earner indeed colleges are finding a continuing high demand for the short adult education and training courses. TAFE colleges on the whole have a good track record in this area. However, the Department in true entrepreneurial spirit is seriously considering cultivating an interest in its vocational education and training products overseas. Some colleges, particularly those in large rural centres see themselves providing alternative management and business courses aimed at the corporate middle management professional development market. In this arena, TAFE colleges are competing against the longer established and better equipped nouveau Universities offering a growing array of fast track graduate diplomas and masters degrees.

TAFE Colleges are starting a long way back in the race, not only because they are new arrivals in the market but also because they can not yet offer real value for money to prospective customers. This is primarily due to a lack a reputation for excellence in education beyond the more familiar TAFE course offerings, class culture, the popular TAFE stereotype, and perhaps more fundamentally the lack of essential support facilities that include well equipped and well managed library and information services.

There is evidence, however, of a growing awareness among program managers that library and information services equipped to support the educational initiatives of the Department are not simply a frivolous overhead but a resource asset that adds real value to a College's educational product. In any market situation value for money is a primary consideration for the rational buyer. It is universally regarded as axiomatic in the other sectors of post - compulsory education that one of the most important indicators of the true quality of any educational institution with pretensions in the area of providing individuals with the facility to manage their own learning or in facilitating so called "seamless life long learning" is the strength and relevance of its knowledge base.

Therefore, the relative health of the library and information service will reveal much about an institutions true commitment to these concepts. Like the canny horse trader the discerning buyer of any educational product would be well advised to look beyond the colleges outward appearance. The condition of a college's library like the state of a horses teeth reveals much about its true or potential value.

The Queensland TAFE Library Network now operates in an environment of profound organisational change. What I have been describing is probably nothing new to most of the audience here today. Indeed some old hands will probably have seen it all before and seen it fail. Past failures in public sector implementation of corporate sector practices have encouraged the view that managerialism is little more than a "fad", a mere swing of the proverbial pendulum which will inevitably return in the direction of familiar past practices from. There is growing support, however for the opinion that public sector management reform in Australia has more deep-seated roots than simply administrative fashion. Explanations in the literature for this view include: a growing hostility towards the public sector; an ideological shift towards the right in Australian politics; economic hard times and fiscal crises that have focused attention on cost cutting, eliminating "waste"; increasing public service productivity as well as the political attraction of asserting government managerial power over public organisations.

Whether or not one considers public sector management reform as being either "good" or "bad", inevitable or reversible the fact is that like the cane toad and the ubiquitous rabbit managerialism has found an environment that is particularly conducive to its long term survival and indeed prosperity. It is likely that the doctrinal health of public sector management reform is so robust that it will survive intact any future political change in Queensland Government.

The reconciliation of the often argued incompatibilities concerning private sector practice in the public sector domain such as reconciling managerial autonomy with traditional forms of financial accountability with their strict auditing requirements based on Parliamentary oversight will be an ongoing source of tension. Consequently generic forms of strategic planning will evolve that are perhaps more suited to public sector needs. This will probably occur as public sector managers with devolved responsibilities are required to consider other performance criteria including: responsiveness to client need, ideals of professional excellence and service, human and social values balanced against economic considerations, and the need to be responsive to public opinion and to shifts in political priorities that will require different and perhaps less objective methods of performance assessment.

Whatever its future form, managerialism is driving public sector reform and the rules of this new game must be learned and practiced or TAFE librarians will ultimately fail to achieve the appropriate recognition for the strategic value of their work in the context of the total corporate effort. On the whole librarians are only too well aware that library and information services particularly in TAFE

have an important role to play in national economic recovery and in enhancing the prosperity of the States.

In Queensland the TAFE Library Network has made some significant progress towards acquiring appropriate recognition and status commensurate with its role within in the Department's overall corporate effort. However only time will tell whether or not this progress can be sustained.

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1. **Public Sector Review : report,** Chairman, Sir Ernest Savage, Brisbane, Queensland Government Printer, 1987.

2. **Quality Queensland : Building on Strength : a Vision and strategy for Queensland,** Prepared by the Queensland Government, based on a Report by SRI International, Menlo Park, Calif. (and) by Strategies Pty. Ltd., Brisbane (Queensland Government), 1988.

3. McIntyre, B. and Hardy, G. **Guidelines for the Operation of TAFE Library Resource Centres in Victoria,** Department of Information Services, Royal Melbourne Institute of Technology, 1988.

4. See Bryson, John M, "a strategic planning process for public and non-profit organisations", **Long Range Planning,** vol 21, no. 1, pp 73-814.

LOOKING ELSEWHERE FOR FUNDS : INCOME GENERATION IN TAFE

PAT STEWART

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From 1972 until June, 1989, Pat Stewart was Head Librarian at the Preston College of TAFE, and during this time undertook secondments as Liaison Officer of the Preston College (1974); as Library Adviser Indonesian-Australian Technical Education Project (VTUC), Jakaarta, Indonesia (Oct-Dec1985), and to the Ministry for the Arts as the Library Review Co-ordinator (Aug 1987).

Pat Stewart came to educational librarianship from the public and special libraries sectors having worked for the Heidelberg Regional Library and for the Division of Forest Products, CSIRO.

ABSTRACT

Funds available to TAFE libraries are decreasing while pressure for extended services, accountablility and flexibility is increasing. Libraries are being forced to look at extending their revenue base by introducing, or increasing, user charges. This issue challenges one of the basic principles of librarianship - that library services should be provided free. A number of schemes are suggested as possibilities for raising revenue. Very few have been proven. The question is asked:

If libraries are not gearing up to introduce user fees and entrepreneurial activities will these functions be forced on to them by funding authorities?

PAPER

The most pressing problem facing most Public Sector activities today is the reduced amount of government funding. Although the government is pushing for increased productivity and accountability while maintaining the number of services provided, the level of funding in TAFE is being reduced each year.

The agendas of both the Australian and State governments seek to have TAFE improve the employment and training opportunities of the community in general and more specifically the unemployed and otherwise disadvantaged members of the community. In particular the area of job restructuring broadbanding and multi-skilling of employees will make extra demands on TAFE resources. In this environment staff in TAFE, institutions are perplexed as to how to stretch the few available resources to produce results on a seemingly impossible task.

All types of libraries have slowly taken on the mantle of charging for services. Common amongst these services are overdue fines, photocopying, on-line searching, inter-library loans, reservations, use of computers, replacement of library cards and laminating. Some librarians would make the claim that these services are cost-recovery, but I know that photocopying is definitely a source of revenue to the public library area in Victoria.

The changing attitude towards library charges can be seen in the following quotes:

Library Funding Review Working Party Report (1988. Vic.)

"While decisions to institute charges for some public library services may run contrary to the hitherto accepted premise that public library services should be free to all citizens, the reality is that service expansion is not possible within the existing fiscal restrictions imposed by major funding bodies."

Municipal Association of Victoria.
Framework for the Future (1988).

The principal regarding free access to all library and information services up until now was endorsed by the Municipal Association of Victoria. However, due to a reduced amount of government funding available to libraries this is no longer possible or practical."

"Today's libraries are being asked or forced increasingly to examine which services will be free and which, if any, will be fee based. All types of libraries, including academic and public, are

increasingly establishing fee based information services for commerce and industry, and apply such charges to recover all or a portion of the costs of serving these users."

Similar types of statements can be seen in the "Geddes" report, "State Library Development Study" and also an acknowledgment that some libraries do charge for services can be seen in the ACLIS statement "Guidelines for Public Library Funding".

User fees is a complex issue debated on four main levels - philosophical, political, economic and administrative.

The philosophical level is being fought out within the profession by ACLIS and ALIA. The issue of Incite dated 28th August 1989 reaffirmed the Association's statement of Free Public Library Service to all.

Before tertiary fees were instigated, "The Herald" on Monday 22nd February 1988 reported on a gathering of Australian leading academics in Canberra who debated the issue of whether tertiary students should have to pay their own way.

"Divisions emerged between those who saw the user-pays funding principle as a means of restoring some financial autonomy to universities, and those who feared it would deny access to university education and/or people from disadvantaged groups."

These deliberations did not stop the government from their agenda, and tertiary fees were subsequently introduced. Philosophical principles can be stated and often can make professionals feel righteous in their endeavours. But if those principles are not realistic, and do not fit into the working environment, they will be ridiculed by politicians and funding authorities. I urge the profession to take up the challenge of developing detailed guidelines and developing case studies of activities that are generating revenue for libraries before the issue is taken out of our hands.

The economic debate is one which would suggest that library services should have charges. Most public goods that don't have charges come into the category of collective goods which are those which if made available to one must be made available to all. Footpaths, street light and national defence are examples. The essence is that they cannot be broken up and given out to customers. With library services, it would be easy to exclude people from using them unless they paid for them.

The other economic argument is the spill-over of benefits. Consumption of library services yields widespread benefits to society as a whole in a similar way than education does. The spill-over benefits should not be paid by the user. Perhaps one alternative is providing free "basic" or "core" library services and other optional services carry user charges.

In library surveys it is usually agreed that the majority of users are middle-class, well educated and usually have a variety of methods to access information. In addition they are able to pay for the library service. (1)

A Box Hill community survey by Spectrum Research in 1985 showed that users of the Municipal library tended to be:

- Both sexes, but higher use by females
- Even age distribution
- Across all types of family structures
- From all income groups, and a particularly high number from low income groups.

This survey is the only one that I know which shows that low income groups are high users of the library. This might be explained by the fact that Box Hill has an ageing population. However, it still seems unreasonable that all tax-payers are taxed to provide library services to a number of users that get private benefits.

"Core" and "basic" services were mentioned before. The current debate centres around what services are "core" and what are "optional". This debate has been heated in Victoria.

Until 1975, both state and local government were equal partners in the funding of Victoria public libraries. A matching grant arrangement has required local government to contribute $1 for every $2 provided by the state government. The Labor government in 1985 still supported funding public libraries on a 50:50 basis.

The report on public libraries by "Price Waterhouse" in 1986 listed what was thought of as core and what were optional services. There was a public outcry, because there was a threat that the services not on the list of core would have to be paid for by the local government, and at that time a number of local government authorities were saying that these services would be cost-recovery.

Again being "devil's advocate" I propose the following scenario.

The government has decreed today that the funds that libraries receive in 1990 are to be divided as follows:-

- 75% to be spend on core services and 25% to be spent on "optional" services.

The optional services are to be run not only as cost recovery, but to be priced so as the library makes a 10% profit margin on the optional services. To help each library along, the government has also decreed that those libraries that don't make a 10% profit margin will have their funding decreased next year by that deficit amount.

There would be cries that libraries are not starting at an even base. Some libraries are developed more than others. And this is true. The situation then would be, that the funding authorities and institutions would have to make the decision to give the undeveloped library more funds so that it is feasible to generate revenue, or to carry the consequences of less funds for the library. Other library managers would become entrepreneurial overnight and library services would become competitive (which in the end would see better services available to the community). The other guess would be that the list of core services and optional services would not differ greatly from one library service to another.

PRICE SETTING

Elasticity of demand is the degree of responsiveness of the quantity demanded of goods to changes in their price. Unfortunately there is no data on the elasticity of demand for library services, and this makes it difficult to set prices. As with other marketable products, the amount charged by libraries for services will depend on the client's ability to replace library use with the production, consumption or purchasing of other sources of information.

As the cost of information increases, more users will be denied access or will choose to substitute with other cheaper and often less effective methods.

Decisions are required on whether prices are to be set to cover costs only or to make a profit. In all probability this decision will differ for different services and situations, and will most likely to come back to estimating the extent of the elasticity of the demand for the service.

(1) Library Journal, 15th May 1982, pp 96

If a library is charging fees the following quotes should be examined:

"User fees for publicly supported services are possible under the following conditions:

- Units of service can be defined and measured, and the fees received in an equitable fashion.

- Individual users can be identified and ownership rights defined, that is at least some of these benefits are private.

- Fees can be enforced and non payers excluded at a reasonable cost.

- Charging users is not contrary to other overriding social objectives: in particular, the distributional consequences of fees must be acceptable."(2)

Arnold J. Meltsner's (3) suggestions for setting fees are:

- New fees should be introduced for new services, not those that have previously been free.

- The fee should be closely associated with the service for which it pays and should be a simple function of the quantity of use, so that the consumer can make a rational decision about how much to spend.

- Fees should be fair. For most minor fees, prices can be based on an extension of private sector practices.

- The highest amount consistent with the purpose of the public activity should be charged. As long as the institution is going to incur the political and economic costs of introducing fees, it is better to get full payment not just an illusion of it.

Library charges can promote efficiency in resource allocation, force users to pay for private benefits and yield revenue.

(2) Jerome W. Millimin, "Beneficiary Changes - Toward a Unified Theory" in Selma J. Mushkin ed. **Public Prices for Public Products (Washington, D.C., Urban Institute, 1972) pp 27-51.**

(3) Arnold J. Meltsner, "Local Revenue : A Political Problem" in John P. Crecine ed. **Financing the Metropolis : Public Policy in Urban Economics. Urban Affairs Annual Reviews, vol. 4** (Beverley Hills, California, Sage Publications, 1970) pp 103-136.

JT/50/89

EXAMPLES OF SOME POSSIBLE REVENUE RAISING SCHEMES

Some of these examples are not my ideas and I have given acknowledgment to the originators:

State Activities

Universal Library Card (Proposed by Don Schauder, R.M.I.T. Institute Librarian)
The main aims of the scheme would be to allow all residents of Victoria to apply for a Victorian Library Card to enable them to use the library and information services of their choice. The card could be a re-chargeable electronic "decrement" card, and probably would be charged with an allocation of free use of libraries and information services of all types. Users would be able to use this card for fee-for -services at libraries that wish to charge for their services. The card would allow for some users to be charged and others not. The card system would be so programmed that different charges for particular services could be made against cards issued to different categories of users (e.g. children and pensioners). These cards may also be developed for use in commercial video stores, for a fee from the private sector to use the Universal Library Card. In using this scheme, all services provided by libraries and information agencies would be recorded by inserting decrement cards in terminals at the relevant points of service. Where fees can be charged to the category of user involved, money would be decremented. Libraries and information agencies would make available cash-receiving terminals so that users can add value to their cards.

The card system could be so programmed that each time the card is used to access a service, the terminal involved would record key information about the category or categories to which the card-holder belongs. These statistics would be extracted from the terminal by portable microcomputers or telecommunication links, and centrally processed to indicate patterns of use of services in the state. The statistics would be collected irrespective of whether a decrement had been made or not.

It's possible that certain banks might be willing to discuss the addition of the Victorian Library Card capacity to their automatic teller machine cards.

Foundation

The Victorian Education Foundation was established in April 1987. Its purpose was to increase the participation and improve the quality of post secondary education. It is jointly financed and operated by the state government and the business community.

It would appear that the establishment of a similar foundation for the library information service industry is both feasible and desirable. The development of a foundation would make it easier for contributors to apply for a tax free donation and give the community at large the ability to support the information industry.

Note: This proposal has also been suggested as a project for the State Library of Victoria in the State Library Development Study.

Central Inter-Library Loan Service (Proposed by Meg Paul, Box Hill College of TAFE)
The aim of this project is to rationalise Inter Library Loan lending throughout the state, ease the burden on the staff of the larger lenders and make the service cost effective.

Offices would be established at the State Library and at other large lending agencies and be linked by electronic mail. The library would be reimbursed for the hours worked and two services would be offered, a fast track Document Delivery Service and the ordinary Inter Library Loan service. The central office would act as a co-ordinating centre for the inter library loan of books and spread the requests more equitably over participating libraries. A secondary but important function would be to keep statistics of loans and to identify the most requested items with the eventual aim of starting a central collection of these titles as the basis of a central depot.

Charges for Reciprocal Borrowing
The aim of this project is to charge borrowers that are not primary users of the library service. This could be applied to all types of libraries, academic, public, school etc., One of the purposes of reciprocal borrowing in the public library was to spread the effect of the State government subsidy to all the community. However, public library service in Victoria now has almost complete coverage in terms of one public library service per each municipality. In 1988 local government was funding well over 50% of Public Libraries services. The problem is that each municipality sets its own priorities and the range of funding per head of population varied across the state from $45.56 to $8.14 and interestingly as stated by Brian Haratsis in the report:

"The degree of association of library service expenditure per capita and total local government expenditure per capita (0.5357) was not particularly strong."

As a result you have a well developed Library Service in one locality and maybe a poor library service in a neighbouring locality. The same can be said when comparing TAFE institutions and other types of libraries.

If you were a cynic, you could assume that this effect is sometimes deliberate. Especially if the well developed library services are fairly accessible to the other library users. What could be seen as unfair is that the institutions and localities that are providing a poor library service are in fact putting resources into other areas that are likely not available to people other than the local tax-payers or alternatively the students of the institutions. On that basis I believe that if people are using library services that are not their "primary" service outlet a charge should be made to the user or preferably to the authority that has the power to allocate funding for library services. By using the Victorian Library Card it would be possible to track this sort of use and adjust spending accordingly.

Fundraising (Proposed by Jan Smark-Nilsson - Braille and Talking Book Library) 1988.
This proposal looks at statewide initiatives in preparing submissions to philanthropic trusts. It was suggested that **Philanthropic Trust in Australia** (ACER), should be carefully perused to choose appropriate trusts to request lump sum funding. Also submissions to the State Government Ministries to promote their individual programs: health, sport, housing, immigration, education, consumer affairs, legal rights, etc.,

Submission to corporate sponsors such as BHP, Utah, CRA to sponsor a service or a section of activities. This could be on a state basis or local basis but ideally co-ordinated on a statewide basis. Other areas suggested included "Friends of the Library group", twice yearly fundraising newsletter to the community, deferred giving program and local service club involvement such as Rotary and Lions.

Local or Regional Initiatives

Bookshop

Library workers, as part of their already existing function, are familiar with the book trade and have the computing skills that may be applied to running a Bookshop. In fact, several TAFE Librarians in Victoria are either managing College Bookshops or a Bookshop agency. The extended hours that the Library is open affords the College community greater opportunities to access the service. In addition, the functions of the service are routine parts of library service i.e. book ordering, stationery supply, etc.,

In the bigger colleges, the sales turnover figure is approximately $500,000 per year and most of these services have only commenced operations in the last five years. Their full potential is yet to be realised. Libraries managing their own Bookshop stand to make approximately 13% of the business turnover, so that the proposal to run the Bookshop has a great potential for any library service.

Rental Service

A rental service for best selling fiction has been developed in America for the public library area. The library rents a collection and then either rents the books to its clients or lends them free. A Victorian Public Library arranged for this service from America but was persuaded not to operate it because of the likelihood of losing the State subsidy. This public library had the intention to bulk-rent best selling books and then lend them to the public for a charge. The titles were to be duplicated in the ordinary stock for people to borrow without charge if they wished to wait for them. An alternative service for academic libraries could be to rent textbooks to the students. The charge per year could be 50% of the value of the books. The full cost would need to be provided up-front to cover the purchase of the texts, and when returned in satisfactory condition, half of the money could be refunded. If the student wished, they could keep the book and not get the refund back.

Special Reference Assistance

For indepth and comprehensive reference work that may require access to information external to the library, such as C.S.I.R.O., other government agencies, companies and/or extensive on-line searching, a fee could be charged. Some libraries are already doing this, but I do not know whether it is in fact revenue earning. If the normal library service can not offer services that are needed it would seem practical that they are offered on a fee-for-service basis.

ETHICAL CONSIDERATIONS IN SOME REVENUE RAISING VENTURES

Victorian libraries have approximately 50% of the population as registered members. This has the potential of a strong political lobbying vehicle and advertising medium for private and public activities, services and goods. One public library in Victoria has been approached by a Credit Union to participate in a co-operative venture by producing library cards using the Credit Union's cards, coupled with a substantial donation to the library's budget. This may not necessarily be unethical if the members have the right to apply for service, but borrowers' records are private and confidential and unless agreed to cannot be released outside the library. Another public library in Victoria was considering a scheme of putting bookmarks advertising cigarettes in the borrowed books. This is not acceptable now, but two years ago government was using this form of advertising for sport and other activities.

Sponsorship and donations carry the responsibility for the library to give exposure to the sponsor in return for the revenue received. As such, consideration of sponsors would need to be undertaken with care so that the products and the message that the sponsor wants to promote is not at variance with the aims and philosophy of the information profession, and parent organisation.

CONCLUSION

User fees and revenue generated by libraries are priority issues that need resolution in Australia. They are much too important to be decided for us by politicians. Guidelines similar to those of the Library Association, United Kingdom, need to be developed for Australia so as libraries can plan in a realistic manner for their future. The suggestions I have outlined in my paper as generating revenue have generally not yet been proven. In my opinion that is because librarians are reluctant to accept the challenge of extending their revenue base and many don't want these schemes to succeed. If generating revenue is the only way that a relevant, up-to-date information service can be provided in Australia, let us fully explore the possibilities and potential.

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PROFESSIONS AND THE POLITICS OF PUBLIC POLICY

JOHN POWER, CHAIRPERSON, VICTORIAN PUBLIC LIBRARIES LIAISON COMMITTEE.

Professor John Power presently holds the Chair of Political Science at Melbourne University, an appointment he took up in 1977. Since March 1989 Professor Power has been Chairman of the Public Libraries Liaison Committee, Victoria, and is ex officio member of the Libraries Board of Victoria.

SUMMARY

The professions have in the past enjoyed perquisites and privileges and themselves monitored the use they make of public monies, now new structures of responsibility and accountablity are challenging them. Authority is being claimed by political powerbrokers, and greater productivity is being demanded of the professions.

Reforms to professional structures can come from within, but if not then reform will come from outside. Political self-management will make demands on professionals, and it is increasingly necessary to set policies to attain high quality service if professional autonomy is to be retained.

PAPER

The professions, with their unique blends of disciplined knowledge and commitment, are essential to sound public policy making and implementation in the modern state. The large areas of autonomy and discretion which they customarily demand and usually enjoy can in principle be justified as the most cost-effective ways of delivering wide ranges of facilities and services. When the professionals are properly performing their functions, expensive layers of management supervision and control can be done away with, being largely replaced by internalized professional norms.

In politics, however, what is true in principle often becomes perverted in practice. The very essentialness of the professional's role can come to be manipulated in order to service selfish and dysfunctional interests. It is after all one of the central tenets of all political behaviour that the person whose services are essential to others thereby gains power over them. The professions have found many ways to exploit this situation, through which they have often gained high status and emoluments. However, for present purposes, it is their success in gaining access to large quantities of public financial resources - either directly through well-paid employment or indirectly through subsidies for fees-for-service - which is of central importance. For the professions have

come to rely on the continued flow of ample funds, which has in turn made them increasingly subject to those politicians who vote the funds.

Still, the crunch has been a long time in coming. For most of this century the professions have been able to do pretty much what they liked with large amounts of public money. It has only been in the current decade of continued fiscal squeeze that an alliance of two groups of uncertain professional standing - one is tempted to say professionals manques - has emerged to assault long-established structures of professional perquisites and privileges. Together, new style elected politicians and public managers have sought to make the professionals more accountable for the use they make of ever-scarcer public funds. In the process, the advocates of the new public management have naturally begun to augment their own powers at the expense of those they are now seeking to regulate.

In these circumstances, the central issue confronting each of the professions is this:
Who will assume the authority to design and implement acceptable new structures of responsibility and accountability for the profession? Wherever it is the political managers who come unilaterally to possess this authority, the consequences will be dire, for the profession concerned will become enmeshed in complex webs of accountability which will stifle true responsibility. Clearly it will be essential for sound public policy for each profession to investigate closely the reform of its own conceptions of responsibility and accountability. However, this cannot be a mere cosmetic exercise, for many of the loose or self-serving practices into which the professions have wandered will need to be eliminated. These usually take the form of institutionalising areas of discretion, so as to convert a dimension of potentially productive work into one of bureaucratic entrenchment. Let me briefly discuss three of the most obvious of these.

'PRECIOUS UP-FRONT HOURS'

Many professionals have to devote a considerable proportion of their time preparing for the actual provision of a service. According to the professional ideal, this preparation should become well-nigh all-consuming, so that the boundaries of work and leisure become blurred. The practice is often starkly different, for the relatively few hours spent 'up-front' can come to be the only time on the job to be administratively regulated. Libraries come to be open fewer and fewer hours, at times which are progressively less convenient to their users. Prizing their 'pupil-free days' teachers spend less time in the classroom. Pilots spend fewer hours 'on the stick'. The time freed up is claimed to be devoted to 'Professional development' which, to the extent it is genuine, may serve the not unwanted end of further strengthening the walls between the profession and its potential challengers.

CREDENTIALISM AND THE PROFESSIONAL MYSTIQUE

We are all familiar with the process through which the professions have manipulated governments into promoting and protecting their mysterious competencies and other interests. Government establishes a licensing board which is controlled by the profession and which soon starts to escalate the formal requirements for entry into the ranks of the profession. This has the desired effect of forcing up the status and remuneration of the members of the profession, while simultaneously protecting existing members from outside competition for desirable positions. This denial of competition - and indeed of most market forces - is justified in terms of a professional mystique which, it is claimed, cannot be understood by the vulgar mass of service consumers.

GUILD AUTHORITY

A natural extension of credentialism which has been of especial importance in Australia is the guild authority - a public body controlled by a single profession. In this way, professional autonomy becomes bureaucratically buttressed, especially **vis-a-vis** the political executive of Government and the wider public. In recent years, the cosy life long enjoyed by all the guild authorities has been rudely disturbed by frequent public outrage at the plans for the traditionally most powerful and arrogant of the authorities - those controlled by the engineers. This outrage at particular proposed developments has fed into a broader stream of political concern about serious flaws in the accountability of all public (and publicly funded) bodies.

In the era of political management in which we now find ourselves, all these practices have been coming under increasingly heavy attack. It is important to recognise that those who have been mounting these attacks - assertive ministers aided by managerialist lieutenants - work very long hours and consider themselves (correctly in my view) to be only modestly recompensed for what they do. They also consider themselves to be highly mobile risk-takers. Accordingly, they are extremely suspicious of the putative privileges, perks and soft practices of the professions.

Changes are already apparent. The professionals that I know best - the academics - are already working longer hours for remuneration that is steadily dwindling in real terms. The dynamics of award restructuring are likely to accelerate this trend.

Within the public sector, some of the less defensible forms of credentialism have already disappeared. Thus, heads of health departments no longer have to be medicos, and city

managers no longer have to be certificated town clerks. In victoria, this development has even touched the libraries!

The professional mystique is increasingly but so far unevenly coming into question. For example, academic research - surely the traditional base of some of the most powerful mystification - is now coming to be universally organised into formally planned projects and programs (which is damaging for the humanities, where originality and mystique remain mysteriously connected).

Finally, we have all in recent years witnessed the significant political trimming of the power of the major statutory authorities - especially the utilities, who are now expected to achieve the targets set for them by government econocrats.

In the face of these attacks, what can the beleaguered profession do? The answer is not difficult to supply, at least in general terms. The games of political management are not at all hard to master, and the professions must play them if they are to retain their integrity. To be defensible, all publicly supported activities, including those of the professionals, will have to be integrated into explicit, generally comprehensible and justifiable program structures. The design and implementation of such programs, and of associated mechanisms of public accountability, are pretty straightforward, but it is of the utmost importance that this work of design and implementation be undertaken by professionals rather than by generalist managers. Only in this way will each profession be in a position to justify the wide areas of discretion which its continued viability will demand. The profession will need to be able to demonstrate the benefits of its best practice and then effectively to encourage all its members to move towards that practice. For many of its members, such a movement will demand more time and effort than is comfortable. Furthermore, the increasing frequency and significance of peer reviews of professional practice will introduce serious tensions into long-comfortable relationships.

The undertaking of this work of political self-management will of course make demands of its own, leaving less time for core professional work. It does, however, have its positive side, for it may be expected to increase the productivity of many hitherto under-exerted professionals. Most importantly of all, it is necessary for the attainment of high-quality policies and services. Many professionals will find it vexatious to have the exercise of their autonomy constrained by demanding mechanisms of public accountability, but this is the only way in which this autonomy can survive.

APPENDICES :

1. CONFERENCE PROGRAMME
2. LIST OF PARTICIPANTS
3. CONFERENCE EVALUATION
4. GUIDELINES WORKSHOP
5. BUSINESS PLAN CASE STUDY EXERCISE

PROGRAMME

Monday 25 September 1989

9.00 a.m.	Registration and coffee
	Chairperson: Antonia George
9.45 a.m.	Introduction to the Conference Doug Smith, Deputy General Manager, State Training Board of Victoria
10.00 a.m.	Productivity gains in education Keynote address: Peter Kirby, Director General of Technical and Further Education South Australia
11.00 a.m.	Morning tea
11.30 a.m.	Educational quality Speaker: Eric Lund, Director, Western Institute, Victoria
12.30 p.m.	Lunch
2.00 p.m.	What happens to the people in all of this Speaker: Margaret Cameron, Chief Librarian, Deakin University, Victoria
3.00 p.m.	Afternoon tea/close

PROGRAMME (cont)

Tuesday 26 September 1989

Chairperson: Antonia George

9.30 a.m.	Guidelines for T.A.F.E. College Learning Resource Centres Facilitator: Barry McIntyre, Lecturer, Department of Library and Information Science, Royal Melbourne Institute of Technology, Victoria
10.30 a.m.	Morning tea
11.00 a.m.	Workshops on Guidelines. The Conference will be divided into workshops, each of which will make a particular study of an aspect of the Victorian Guidelines and how it may apply nationally in T.A.F.E. Workshop Leaders: Marion Taylor, Vic. Diane Booker, S.A.. Fran Hegarty, Vic. Tim Clubb, Vic.
12.00	Lunch
1.30 p.m.	Plenary session Facilitator: Barry McIntyre
2.30 p.m.	Where we go from here Facilitator: Barry McIntyre
3.00 p.m.	Afternoon tea
3.30 p.m.	Ordinary Meeting/Annual General Meeting A.L.I.A. TAFE NATIONAL SECTION
4.30 p.m.	Close
8.00 p.m.	Conference Dinner

PROGRAMME (cont)

Wednesday 27 September 1989

Chairperson: Taisoo Kim Watson

9.30 a.m.	The changing role of librarians as financial managers: program budgeting, strategic planning and institutional evalualtion Speaker: Alex Cutts, Technical Services Librarian, Queensland TAFE Library Network Centre
10.00 a.m.	Looking elsewhere for funds: income generation in TAFE Speaker: Pat Stewart, Head, Learning Resource Centres, Box Hill College of TAFE, Victoria
11.00 a.m.	Lobbying for results Speaker: Warren Horton, Director General, National Library of Australia, A.C.T.
11.30 a.m.	Workshop using case studies to present a winning financial case Workshop Leaders: Chris Harrison, S.A. (Group 1) Rhona Denyer, A.C.T. (Group 2) Jim Graham, Qld. (Group 3)
1.00 p.m.	Lunch
2.30 p.m.	Plenary session
3.00 p.m.	Afternoon tea
3.30 p.m.	Professions and the plitics of public policy Speaker: Professor John Power, Lecturer, Political Science, University of Melbourne, Victoria
4.30 p.m.	Closing remarks Earle Gow, Chief Librarian, LaTrobe University, Victoria.

LIST OF PARTICIPANTS

Trevor Absalom	Moorabbin College of TAFE
Janet Adams	Victorian Ministry of Education
Joan Arthur	Box Hill College of TAFE
Ivars Avens	Footscray College TAFE
Chris Beauchamp	Kingston TAFE College
Di Booker	Adelaide College of TAFE
Karen Cairns	Northern Metropolitan TAFE
Margaret Cameron	Deakin University
Vivien Carroll	Box Hill TAFE
Elizabeth Carvosso	Bennett-Ebsco Subscript
Tim Clubb	Dandenong College TAFE
Shirley Cohen	Freelance Editor
Penelope Curtin	S.A. TAFE Library
Alex Cutts	Qld. TAFE Library Net.
Franne Dash	Loddon Campaspe TAFE
John Davidson	Wangaratta TAFE
Rhona Denyer	A.C.T. Institute of TAFE
Marion Fox	Prahran College of TAFE
Paul Genat	Kangaroo Point TAFE
Antonia George	TAFE National Section
Jim Graham	Qld. TAFE Library Network
Deirdre Green	Council of Adult Education
Wendi Greenaway	Hub L.R.C.
Chris Griffiths	Albury TAFE
Chris Harrison	S.A. TAFE
Fran Hegarty	Western Institute
Jeremy Hodes	Wagga Wagga TAFE
Leanne Holt	Footscray College TAFE
Elaine Hosking	South West College TAFE
Rose Humphries	Prahran College TAFE
Margaret Hunt	Elizabeth College
Monica Hunt	Wagga Wagga College TAFE
Philip Jeffreys	Melbourne College of Textiles

Marjolijn Jones	TAFE National Centre R & D
Martin Kelly	Outer Eastern TAFE
Peter Kirby	S.A. Department of TAFE
Ann Lanagan	Hub L.R.C.
Elizabeth Layton	A.C.T. Institute of TAFE
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Sandra Pyke	Frankston TAFE
Mary Ross	Wodonga Institute
Don Ruddick	Hub L.R.C.
Georgia Sarpi	Newport College of TAFE
Rosemary Serong	TAFE
A. Shaw	Moorabbin College of TAFE
Kathy Sheppard	Albury TAFE
Doug Smith	State Training Board
Pat Stewart	TAFE National Section
Marion Taylor	Holmesglen TAFE
Margaret Tempest	Holmesglen College TAFE
Taisoo Kim Watson	TAFE National Section
Peter Williams	Loddon Campaspe TAFE
Gail Vigilante	RMIT TAFE Library
Fiona Cunningham	Dandenong TAFE
Jenny Palmer	W.A. TAFE Board

TAFE NATIONAL SECTION

CONFERENCE EVALUATION

Participants overwhelmingly responded in a positive way to the Conference with the majority confirming that four of the six Conference objectives were achieved. The underlying feeling was one of satisfaction and pleasure in being part of the Conference, with comments about the excellent selection of speakers and stimulating workshops, and congratulations were warmly provided to the Conference organisers particularly considering the trying circumstances of the airline pilots strike. Thirty three participants in all evaluated the Conference. Also, a fax was sent from one of our sponsors who couldn't attend and a letter of thanks was received from a participant shortly after the Conference. The enthusiasm was wonderful.

1. OBJECTIVES

		Achieved
1.1	Identify strategies to support post-secondary articulation	No
1.2	Impact education for librarianship in Australia	No
1.3	Review the Victorian TAFE Guidelines and assess their possible application in the national context	Yes
1.4	Provide an opportunity for you to network with educational providers in the same field	Yes
1.5	Identify current forces in education and assess their impact on post-secondary education libraries	Yes
1.6	Assist participants to prepare a winning case	Yes

2. COMMENTS

2.1	Arriving at the Conference feeling very tired, I was surprised to find myself three days later enthusiastic and excited about TAFE L.R.C.'s and librarianship.
2.2	Excellent balance between presented material and workshops. Workshop time adequate for rational thinking and interchange. Would appreciate abstracts sent with registration for preparation. Pity about the bathrooms.
2.3	Excellent combination of stimulating papers and practical sessions. LaTrobe University an excellent venue. An advantage of the smaller numbers was the friendliness and cohesion of the Conference group.
2.4	Proceedings should be published later this year, not delayed any further.
2.5	Enjoyed the Conference. Venue was excellent and level of organization very good. The day as to the suitabiliyy of the Victorian L.R.C. Guidelines as national guidelines was made effective because of the limited prior knowledge of delegates of the detail of the

guidelines (a summary document should have been pre-Conference reading).

2.6 Enjoyed the Conference and had a good time. it was a good Conference; learnt a lot about a lot.

2.7 A diverse range of issues were covered by the Conference programme and were both very informative and enjoyable. Workshop sesssions particularly stimulating and, as per usual, the informal interaction with delegates was also interesting and enjoyable. Nice lunches.

2.8 Level of expressed acceptance across all states for TAFE Guidelines very encouraging.

2.9 Very good in detailing the current context in which we have to work, ie. pressures of managerialism, accountability and performance.

2.10 Workshops were a worthwhile exercise and quite fun.

2.11 Very enjoyable except for one speaker. Enjoyed meeting, networking and sharing ideas with Conference participants.

2.12 Well organized, pleasant venue, fun.

2.13 Some excellent speakers. Good venue. Pity airline strike stopped more interstate participants from attending.

2.14 Highly cohesive programme which provided the opportunity for consideration of key issues confronting TAFE today. A suggestion - encourage participation by other Senior Managers.

2.15 Accommodation very reasonable and convenient. Lighter lunches (eg. sandwiches would have been plenty, buffet style, also encourages conversation). Contacts a very valuable part of the Conference.

2.16 Not all sessions were directly concerned with the practice of librarianship. This was refreshing because it allowed participants to consider their role in the wider educational context.

2.17 Well balanced programme with speakers of interest and influence who must have been impressed by the professionalism of TAFE Librarians demonstrated by this Conference.

2.18 Conference gave a lot of food for further thought.

2.19 Conference provided time to obtain/develop a better national perspective of TAFE .L.R.C.'s, and to meet some of the key players in the A.L.I.A. TAFE Section.

2.20 Very impressed with workshops.

2.21 Wednesday (only day attended) was very informative and very enjoyable. If the other 2 days were as good, I would say it was a very well organized Conference.

2.22 Accommodation and catering excellent. Workshop choices would have been desirable (possibly aimed at different levels and/or types of librarians), eg. more practical/tangible workshops/seminars (ie. managerial/technical)

2.23 Small group work was most valuable. Lighter lunch.

2.24 Difficult organization under the circumstances. Too much food. A professional in management would have made Tuesdays sessions more successful.

2.25 It would have been better had Conference attendees known that it was really quite essential to have digested fully the TAFE Guidelines before coming (maybe I should have known).

2.26 Papers were excellent and the whole meeting enjoyable. What a pity the airline pilots strike and various influenza bugs reduced the number of delegates.

3. RECOMMENDATIONS

3.1 Consideration is to be given to a well publicised Cocktail Party for all participants held the evening before the Conference commences in order to welcome the people travelling from a far and to promote informal networking.

3.2 The Conference must be fully cost recovery with an achievable break-even point.

3.3 A further attempt to attract a wider target market to the Conference in order to promote TAFE Learning Resource Centres is important. The two unsuccessful objectives were an attempt to achieve this. However, library managers were not attracted from Universities or Colleges of Advanced Education nor the Librarianship Schools. Other strategies should be put in place to better achieve a broader target market to place TAFE librarians in a more proactive position within the educational arena.

3.4 Pre-Conference reading should be well organized and distributed to registered participants well before the Conference commences.

WORKSHOP SESSIONS

ROSE HUMPHRIES

In the workshops, individual responses to the need for national guidelines varied from the unequivocal and enthusiastic "yes" from Queensland, to the more cautious and qualified agreement from other states/territories.

National guidelines were seen as important because they can provide benchmarks by which to measure and seek improvements to service. They would have value as an instrument for communication and be a means of raising the profile of TAFE libraries nationally. New South Wales did not support the McIntyre document (1) as the basis for nation l guidelines and stressed that state's concern for user benefits as a component of guidelines.

Queensland, from a pragmatic viewpoinnt, suggested that many libraries in several states/territories are already using the McIntyre quidelines so why re-invent!
Other suggestions included a need to:

- standardise terminology
- include more user benefits measurements
- involve VATCL (Victorian Association of TAFE College Librarians) and Barry McIntyre in the guidelines revision process.

A commitment to data collection and analysis, and the participation and representation of all states and territories in the revision and implementation of national guidelines were stressed as essential for success.

(1) Barry McIntyre and Gary Hardy **Guidelines for the operation of TAFE Library resource centres in Victoria 1988-1992**, Melbourne: Department of Information Services, R.M.I.T., 1988

The case study provided a means of working towards one facet of a business operation plan, which is beginning to be necessary for TAFE planning in each state. Four groups worked on it, and plans made reflected the diversity of group points of view.

BUSINESS PLAN

CASE STUDY EXERCISE

Case Study: A Learning Resource Centre for the Scothall College of TAFE (fictional)

The Scothall College of TAFE is a multi-purpose College with an annual enrolment of 10,000. It is situated in a popular middle class area. A large range of vocational and preparatory courses are offered, both on and off campus. There is a large well resourced public library one kilometre down the road. The College wishes to expand the role of the Learning Resource Centre in 1990, but knows that in the current financial climate there will be no financial support from the funding authorities, and in fact a 10% budget cut is possible. The development of the Learning Resource Centre will have to occur through re-orientation of current College resources and through self-generated income.

Proportion of College population in types of courses

(a)	Further Education and Adult Education	6%
(b)	Basic Education (ESL etc)	10%
(c)	Traineeships etc.	5%
(d)	Cart. Diploma and Ass. Diploma	69%
(e)	Apprenticeships	10%
		100%

BUSINESS PLAN CASE STUDY EXERCISE

The Learning Resource Centre has the following functions:-

1. Provision of a learning environment for staff, students, industry and the wider public.

2. A catalogued collection of Periodicals (500 titles), Audio Visual (3500 items) and Monographs (35,000).

3. Information services:
   - : Loan and use of audio visual equipment (various)
   - : Access to five personal computers (Apple Mac, IBM)
   - : Loans (250-300 per day)
   - : Reference Service (30 per day)
   - : On-line searching (3 per week)
   - : An automation system has all resources on-line (OPAC, CIRC. Cataloguing, acquisitions, Periodicals). There is only enough capacity for the next three years of acquisitions.
   - : Centralised Technical Services Section

4. Operates as an agent of the College Bookshop (Library has approximately $100,000 sales turnover a year. Library receives 13% of sales as income).
5. Provides a library on the main Campus.
6. Provides 60 hours' opening time.
7. Provides photocopy facilities for students at 10c per copy, and staff at 5c per copy. The library expects to have a return over expenses of $14,000 per annum in 1989.

BUSINESS PLAN CASE STUDY EXERCISE

The available resources for development of the Learning Resource Centre:-

Staff, furniture, equipment and budget of the present L.R.C.

Staff

4 Librarians
1 Librarians-in-training
2 Library Technicians
2 Library Technicians-in-Training
2 Clerical
1 Keyboard Operator

1989 Budget

Salary Expenditure - $300,000

Resource Budget - $120,000

Non Resource Budget - $30,000

Facilities

A large open area on the ground floor of the adminstration building, next to the College canteen and adjacent to the street.

The College wishes to expand the L.R.C. and therefore is willing to look at the amalgamation of other College 'non-library' functions with the L.R.C.

The College is also willing to introduce fees, commercial activities and any other innovative methods to improve library performance and/or increase funds. It is expected that the L.R.C. will decide to shed services of low priority in order to take up other functions.

Exercise

(a) The College requires the L.R.C. to plan for the calendar year 1990 by targetting for new self-generated income - ($50,000 by the end of the year) and detailing activities and estimated revenue.

(b) Identify one revenue generating activity and develop a marketing plan.

MARKETING PLAN

1. Describe your proposed market(s) /client(s)

   - client's place of employment (size or type)
     eg. medium sized educational institution

   - individuals with specific function
     eg. CEO, middle manager, purchasing agent etc.

   - nature of business
     eg. manufacturing, service, retailing, education, government, non-profit

   - consumers
     eg. elderly, youth, working women etc.

2. Decide which major marketing strategy you will implement.

MARKET STRATEGY CHART

STRATEGY I CURRENT SERVICES DELIVERED TO CURRENT CLIENTS (Little or No Risk) Status Quo Little or No Cost	**STRATEGY II** CURRENT SERVICES OFFERED TO POTENTIAL NEW CLIENTS (Moderate Risk) Moderate Growth Moderate Cost
STRATEGY III NEW SERVICES OFFERED TO CURRENT CLIENTS (Low Risk) Significant Growth Moderate Cost	**STRATEGY IV** NEW SERVICES OFFERED TO POTENTIAL NEW CLIENTS (High Risk) Slow Growth High Cost